

*The City of
Stanley, Idaho*



Comprehensive Plan

CITY OF STANLEY
COMPREHENSIVE PLAN 2010

Created by the Stanley City Council

Adopted by Resolution August 12, 2010

Herbert Mumford, Mayor

Laurii Gadwa, Council Member

Steve Botti, Council Member

Frank Juliano, Council Member

Lem Sentz, Council Member

Early Drafts prepared by the GEM Committee, City of Stanley

Herbert Mumford, Chairperson

Gary Gadwa

Lauri Gadwa

Selma Lamb

Julie Rember

Jack Stevens

Charlie Thompson

DEDICATION

Two thousand seven marked the 60th anniversary of the City of Stanley, incorporated on June 9th 1947. This plan is dedicated to all the mayors of the city over the past 60 plus years.

MAYORS OF THE CITY OF STANLEY FOR THE PAST 40 YEARS

(Only available list as first 20 years of records were lost in a fire)

Hannah Stauts	Jan 2006 – Jan 2010
Paul Frantellizzi	Jan 2004 – Aug 2005
Bob Downing	Oct 2002 – Jan 2004
Paul Frantellizzi	Jan 2002 – Sept 2002
Hilda Floyd	Jan 1999 – Jan 2002
Khema (Bunny) Danner	Jun 1996 – Jan 1999
John Kirch	Nov 1993 – Apr 1996
Launna Gunderson	Nov 1989 – Sept 1993
Lloyd (Bud) James	July 1984 – Oct 1989
Gerald Nicholson	Sept 1976 – July 1984
Jack (Casanova) Kirch	Jan 1974 – Aug 1976
Larry McCoy	Dec 1972 – Dec 1973
Clarence Cole	Dec 1972 – May 1973
Stella Critchfield	Jan 1972 – Dec 1972
Stanley Iwakiri	Jan 1970 – Dec 1971
Glen Brewer	Mar 1969 – Dec 1969
Jesse H. Wall	Jan 1968 – Mar 1969

TABLE OF CONTENTS

DEDICATION	ii
MAYORS OF THE CITY OF STANLEY FOR THE PAST 40 YEARS.....	ii
TABLE OF CONTENTS.....	iii
PURPOSE AND SCOPE.....	iv
COMPREHENSIVE PLANNING	iv
IDAHO LAW	iv
GUIDELINE FOR CITY OFFICIALS.....	v
THE STUDY AREA	vii
STANLEY	vii
GOVERNMENTAL STRUCTURE.....	vii
PART I – THE PLAN	I
SECTION 1: PROPERTY RIGHTS.....	1
SECTION 2: THE CITY OF STANLEY AND THE SAWTOOTH NATIONAL RECREATION AREA (SNRA).....	2
SECTION 3: POPULATION	4
SECTION 4: SCHOOL FACILITIES AND TRANSPORTATION	6
SECTION 5: ECONOMIC DEVELOPMENT.....	8
Table 5.1 - Option Tax Comparison.....	12
SECTION 6: LAND USE.....	13
Figure 6.1 - General Land Use Map.....	20
Figure 6.2 - Zoning Map	21
SECTION 7: NATURAL RESOURCES	22
SECTION 8: HAZARDOUS AREAS.....	26
SECTION 9: PUBLIC SERVICES, FACILITIES AND UTILITIES	27
SECTION 10: TRANSPORTATION.....	36
SECTION 11: RECREATION, SPECIAL AREAS AND SITES.....	38
SECTION 12: HOUSING	44
SECTION 13: COMMUNITY DESIGN.....	46
Figure 13.1 - Examples of “Rustic and Western”.....	49
Figure 13.2 - Examples which are NOT “Rustic and Western”	50
SECTION 14: IMPLEMENTING THE COMPREHENSIVE PLAN.....	51
SECTION 15: AMENDING THE COMPREHENSIVE PLAN	52
PART II: APPENDICIES	53
APPENDIX A: HISTORY OF STANLEY	53
APPENDIX B: THE HISTORY OF THE RELATIONSHIP BETWEEN THE CITY OF STANLEY AND THE SNRA	57
APPENDIX C: LETTERS ON FILE IN THE CITY OFFICE CONCERNING JURISDICTION BETWEEN THE CITY OF STANLEY AND THE SNRA	61

PURPOSE AND SCOPE

COMPREHENSIVE PLANNING

A comprehensive plan assesses the current condition of a city and aids in planning its future by setting goals and by suggesting policies and priorities.

Goals are general statements describing results to be achieved in the future
Policies are specific actions or procedures to be followed in achieving goals
Priorities are actions ranked in order of urgency, not in order of importance

A comprehensive plan establishes a general framework from which specific law and ordinances may be developed. The purpose of a comprehensive plan is to serve as a guide. It should be reviewed often so that immediate problems do not obscure long-range goals.

IDAHO LAW

Comprehensive plans are to be developed in accordance with the Idaho Local planning Act or 1975 (Idaho Code, Section 67-6502). The purpose of this act is to promote the health, safety and general welfare of the people of Idaho as follows:

- To protect property rights while making accommodations for other necessary types of development such as low cost housing and mobile home parks.
- To ensure that adequate public facilities and services are provided to the people at reasonable cost.
- To ensure that the economy of the state and localities is protected.
- To ensure that important environmental features of the state and localities are protected.
- To encourage the protection of prime agricultural, forestry and mining lands for production of food, fiber, and minerals.
- To encourage urban and urban-type development within incorporated cities.
- To avoid undue concentration of population and overcrowding of land.
- To ensure that the development of land is commensurate with the physical characteristics of the land.
- To protect life and property in areas subject to natural hazards and disasters
- To protect fish, wildlife and recreation resources
- To avoid undue water and air pollution.
- To allow local school districts to participate in the community planning and development process so as to address public school needs and impacts on an ongoing basis.

GUIDELINE FOR CITY OFFICIALS

“What is the Plan and how is it used?”

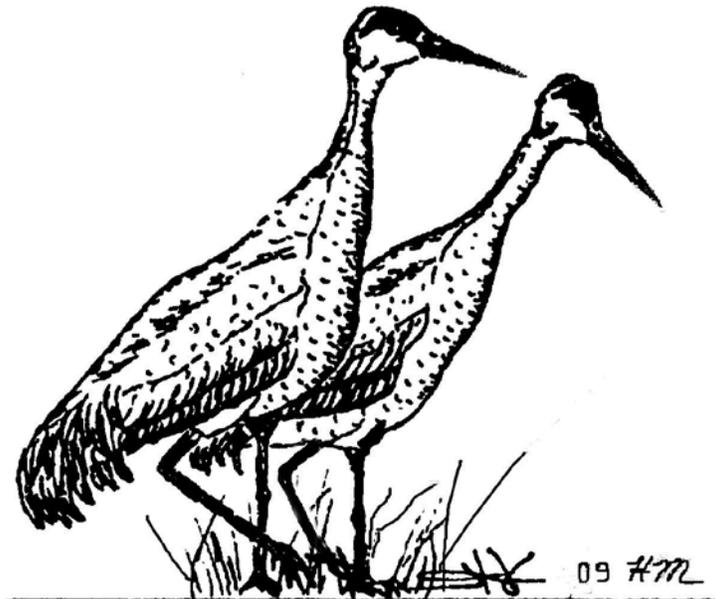
The comprehensive Plan is intended to be used by local elected officials. It has been designed to provide an outline and guide to govern the City of Stanley. It is to be used and changed as conditions dictate.

The sections of this Plan provide a general guide with goals and objectives for the future and a background of the past and present.

The information presented in the Plan enables the development of a planning process that complies with the requirements of the Idaho Code. How successful the planning process will be depends upon the commitment of local elected officials and the public. Without this commitment, achievement of a positive governing process will be difficult. The policies and ordinances that result from the use of this Plan must be continually reviewed. None of us can foresee all the changes that will come in the future. This Plan is a “reference point” to be used as every City Council meeting. It is suggested that upon appointment new city Officials be requested to read the Comprehensive Plan.

When changes occur in the future, refer back to the Plan and better understand why and how the changes came about and then amend the Plan. This Plan should be reviewed every two years. The Plan is a tool in imagining change.

Therefore, this Plan should guarantee that the City of Stanley will not cease to be what it is, with a desired quality of life, while taking advantage of new opportunities for the future.



A Message from the Mayor and City Council

The Mayor and City Council would like to thank the many people involved in the creation of the City of Stanley Comprehensive Plan and its subsequent updates. This current update of the plan is due largely to the efforts of the Gem Committee and the City investing countless hours. Thanks to the perseverance of all throughout this process we were able to see it through to completion. We have felt confident in the adherence to and thorough review of the original intentions of the plan. We can only hope those involved in future updates will show the same appreciation of the work of past community leaders.

A great deal of gratitude is due to those who formed the original planning committee that developed the City's first Comprehensive Plan in 1976. Although much has changed in the world and even the dynamics of our small community in the thirty-three years since its original conception, not much has changed in the vision it conveyed. Our community still holds true the same set of values and goals for its future that were outlined in 1976, a testament to the vision and forethought of the members of the original committee.

The future will undoubtedly bring many challenges to our small community. As the town of Stanley and its vicinity continue to attract more and more people with its breathtaking beauty and boundless recreational opportunities, area businesses will continue to turn over and a new generation of property and business owners will assume a role in the direction of our community. It is to this new generation, and the many generations to come, that the Comprehensive Plan is left. It is intended to be a guiding light for the daily decisions of our governing body, the foundation upon which all decisions should be made.

Future mayors and councils carry the responsibility of understanding and upholding the values set forth within this document. Mayor Khema Danner wrote her advance gratitude to future councils in the 1998 update to the Comprehensive Plan "for continuing the process which was begun with the intention of keeping Stanley the special place it is". I and the Council would like to give our advance gratitude as well to the future leaders of our community for their efforts in continuing to keep this plan up to date and closely in mind during all decision making.

Sincerely,

Mayor Herbert Mumford
Council President Steve Botti
Councilman Frank Juliano
Councilwoman Laurii Gadwa
Councilman Lem Sentz

THE STUDY AREA

STANLEY

The City of Stanley, Idaho, and its area of impact is the primary focus of this Comprehensive Plan. Stanley is located in central Idaho, in the southwest section of Custer County, at the north end of both the Sawtooth Valley and the Sawtooth Mountains, and near the confluence of the Salmon River and Valley Creek.

Consisting of about 308 acres of private land, Stanley is surrounded by the Sawtooth National Recreation Area which occupies 756,000 areas of federal land administered by the U.S. Forest Service.



GOVERNMENTAL STRUCTURE

The city of Stanley is an incorporated municipality and political subdivision according to Idaho Code under the laws of the State of Idaho. The City has the power to make by-laws, rules, regulations, resolutions, and ordinances consistent with the laws of the State of Idaho.

The legislative authority of the City is vested in a Council. The Stanley City Council consists of four elected members. The Mayor is the chief administrative official of the City and presides over meeting of the Council and determines the order of business. The governing body of the City (Council and Mayor) has charge of the fiscal affairs. An appointed Clerk is charged with the customary duties for the City and keeps a correct journal of all proceeding.

As growth occurs in the future, the citizens should review the current from of city government for its appropriateness in continuing to fulfill the needs of the City and make changes necessary for maintaining effective, efficient services.

The City of Stanley is located within Custer County which has its own governing body of three commissioners, Cities and Counties are separate governing entities. The County governs all areas

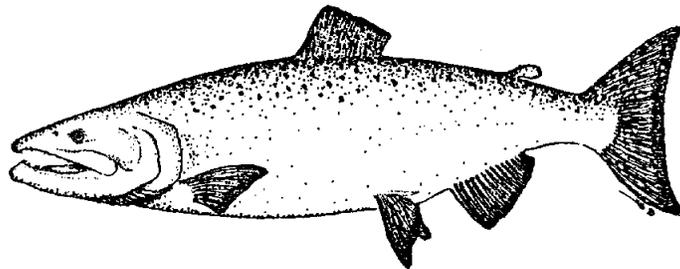
outside of the jurisdiction of the incorporated City. The City of Stanley has jurisdiction within the city limits and within some zones in the areas of city impact.

The Federal Government controls the lands surrounding the City of Stanley. The Sawtooth National Recreation Area was established by Congress in 1972 and is managed by the US Forest Service, Department of Agriculture. Pursuant to Public Law 92-400 and the SNRA Private Lands Regulations, the federal government purchased “scenic easements’ on the private ranchlands outside the city boundary, which precludes any development or annexation of these lands. The City has a limited land resource base which remains a planning anomaly.

O

o

o



PART I – THE PLAN

SECTION 1: PROPERTY RIGHTS

GOALS - General statements describing results to be achieved in the future.

1. The city should seriously consider private property rights and the effect of regulations upon them, but will give priority to the general good of the community over the benefits to a single property owner.
2. Should the Attorney General's checklist be amended or abolished by the State, the City of Stanley will adopt its own private property checklist and not be subject to the six questions.

POLICIES - Specific actions or procedures to be followed.

1. The city has adopted the Attorney General's check list as required by Idaho Code and will consider each of these questions in all land use decisions in order to insure that all actions concerning private property are within the confines of the law as long as this remains required by Idaho code.
2. The citizens of Stanley accept that certain regulations are necessary to maintain the aesthetics of the community and current quality of life.
3. Zoning is utilized to increase and protect the value of land within the community.
4. Neighborhood input and consensus are important to consider in making decisions concerning that neighborhood.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. The city council is encouraged to develop their own planning and zoning checklist regarding action related to private property rights.

PROPERTY RIGHTS: *BACKGROUND INFORMATION*

It is the policy of the City of Stanley to insure that land use policies, restrictions, conditions and fees do not violate private property rights, adversely impact private property values, or create unnecessary technical limitations upon the use of property that will constitute an unconstitutional taking of private property rights.

In order to evaluate each proposed action related to private property rights, the City Council will ask the following questions of that action as dictated by the Attorney General of the state of Idaho:

1. Does the regulation or action result in the permanent or temporary physical occupation of the property?

2. Does the regulation or action require a property owner to dedicate a portion of the property, or to grant an easement?
3. Does the regulation deprive the owner of all economically viable uses of the property?
4. Does the regulation have a significant impact on the landowner's economic interest?
5. Does the regulation deny a fundamental attribute of ownership?
6. Does the regulation serve the same purpose that would be served by directly prohibiting the use or action; and does the condition imposed substantially advance that purpose?

Should this checklist be amended or abolished by the State, the City of Stanley will adopt its own private property checklist and not be subject to the above six questions.

SECTION 2: THE CITY OF STANLEY AND THE SAWTOOTH NATIONAL RECREATION AREA (SNRA)

GOALS - General statements describing results to be achieved in the future.

1. The City should seek a working relationship with the SNRA when there are common interests, while avoiding action that could be interpreted as consent to SNRA control. At the same time the City should continue to assert its independence from Forest Service regulations, especially when those regulations are more restrictive than Stanley Zoning Ordinances.
2. City officials should not surrender the lawful rights and legal benefits and protection that City laws provide citizens of Stanley.

POLICIES - Specific actions or procedures to be followed.

1. Continue to be proactive in dealing with the SNRA.
2. Carefully review all Forest Service proposals, utilizing the City Attorney and Association of Idaho Cities.
3. Future City governments should be cautious in taking actions that could be interpreted as the first step to "acquiescence," or the consent of the City to SNRA control, while remaining open to a collaborative forum in working with the community and the SNRA.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Maintain a cooperative relationship with the Forest Service to the mutual benefit of the SNRA and the City of Stanley.

THE CITY OF STANLEY AND THE SNRA: *BACKGROUND INFORMATION*

This section of the Plan is simply a review of the past relationship the City has had with the SNRA to better understand where the City stands now in that relationship and where it is headed in the future. This section is addressed to newer residents of Stanley, especially to Mayors and City Council members who will serve in the future. The relationship between the City and the SNRA commenced in 1972 with the creation of Public Law 92-400. There is no question that the Sawtooth National Recreation Area impacted the City of Stanley. The City is a planning anomaly being surrounded by lands controlled by the SNRA. In 1976 with the adoption of the Stanley City Comprehensive Plan the City took a strong stand to govern itself. By having a Comprehensive Plan and City Ordinances the City insured that Federal regulations would not be imposed. The City has maintained its legal status as a self-governing municipality under Idaho law.

SNRA Public Law 92-400 provided Sections 6 and 7 pertaining to the City of Stanley:

Sec. 6 - The Secretary may cooperate with other Federal agencies, with State and local public agencies, and with private individuals and agencies in the development and operation of facilities and services in the area in furtherance of the purposes of this Act, including, but not limited to, the restoration and maintenance of the historic setting and background of the frontier ranch-type town of Stanley.

Sec. 7 - Nothing in this Act shall diminish, enlarge, or modify any right of the State of Idaho, or any political subdivision thereof, to exercise civil and criminal jurisdiction within the recreation area or of rights to tax persons, corporations, franchises, or property, including mineral or other interests, in or on lands or waters within the recreation area.

The future cannot be predicted and the past cannot be erased but can be learned from. The relationship between the City and Forest Service has been improving over the years. The past issue of control is currently (as of 2010) dormant. From time to time, particularly in 1980, 1981, 1990 and 1992 there have been disagreements to determine whether City or Forest Service regulations prevail within the boundaries of Stanley. These conflicts over jurisdiction and control are referred to in the Appendix. See "*History of the Relationship Between the City of Stanley and the Sawtooth National Recreation Area.*"

These conflicts are referred to in a letter from Regional Forester Gray F. Reynolds to Idaho Senator Steve Symms dated July 6, 1992. Mr. Reynolds wrote:

"The Forest Service's role in relation to the City of Stanley's growth and development has been an historic contention between the City and the SNRA...."

In April 1992 the Forest Service - SNRA proposed a formation of ordinances for Stanley, specifically, that the Private Lands Regulations of the SNRA be amended to include the Stanley City Plan and Ordinances provided they were as *restrictive* as the Federal regulations. The Forest

Service proposal also provided three alternatives for dealing with the issue of SNRA control within the City:

1. We can continue the contention by doing nothing;
2. We can amend the Regulations as proposed; or
3. We can permit that the issue be resolved *through judicial processes* to clarify whether the authority for Federal regulation of private land in the City of Stanley is contained in Public Law 92-400.

The citizens of Stanley voiced concern that Stanley should continue to assert its own governing power independent from Forest Service regulations, especially when those regulations are more restrictive than Stanley zoning ordinances. The Idaho State Attorney General stated that "...the only way the Federal Government can direct the use of the lands within the City of Stanley is either by condemnation or the acquiescence of the City."

Since that period of time, the City and the SNRA have worked toward a better understanding. As suggested in PL 92-400 the Forest Service has assisted in Stanley restoration through Department of Agriculture Rural Development Grants. The City has benefited from that cooperation and now there is not a contentious atmosphere between the City and the SNRA. As the City looks to the future it is expected that the City can continue to rely upon the SNRA to respect the City's civil and criminal jurisdiction. The City of Stanley continues to seek a working relationship with the SNRA when there are common interests while continuing to exercise the right of determining its own destiny.

SECTION 3: POPULATION

GOALS - General statements describing results to be achieved in the future.

1. Maximize state and federal revenue shares to the city which are based on census.
2. A stable year-round population should be encouraged. It is these citizens who provide volunteerism, the work force, and the tax base.

POLICIES - Specific actions or procedures to be followed.

1. The City Council should work to insure that accurate counts are made in the 2010 Census.
2. Land in Stanley is limited by acreage, and these limits should be kept in mind when developing further capacities of City infrastructure and services.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Keep accurate records of City population.

POPULATION: BACKGROUND INFORMATION

Projecting future population growth for the City of Stanley is a very difficult task. Stanley is a major tourist center surrounded by the SNRA. The City experiences large population increases in the summer months related to tourism and recreational job opportunities. Population decreases in the winter months due to hard winters, fewer job opportunities, limited housing availability and lack of secondary educational opportunities.

The City of Stanley has a population that varies with the time of year. A local population study was prepared in 1996. In order to define population the study was set at these prerequisites: A) Year-round (10 to 12 months), B) Part-time (5 to 9 months), C) Seasonal (4 months or less). The year-round population as of October 20, 1996 was 99 residents. The part-time population was 30 residents. The seasonal employee influx increases the city population by 90 to 110 more residents. Thereby the population increases in June through August to between 200 and 230 residents. The population then decreases to a low in December of 99 year-round residents. This number does not seem unreasonable considering peoples' unwillingness to settle in the City year-round.

Past studies have stayed away from sophisticated city projections due to lack of reliable data. They have considered the county level, U.S. Census, and Idaho Department of Commerce population analysis. It should be noted that the accuracy of the U.S. Census Bureau figures has been questioned. The IDOC statistics showed Custer County gained 22% of its population from 1980 to 1990, and 4% in the five years from 1990 to 1995. The City of Stanley's population on the other hand decreased from 1980 to 1990 (99 to 71) and also decreased from 1990 to 1995 (71 to 69).

City Population Trends (Idaho Department of Commerce):

1970	1975	1980	1990	1992	1995	1997	2004	2006
47	76	99	71	70	69	96	97	101

The IDOC population projection for the year 2015 is 140 residents.

The 1976 Stanley City Comprehensive Plan projected 110 permanent residents by 1995. Until more adequate tools can be found, projecting population cannot be done with accuracy for the city. Further in-depth study is needed and will not be accomplished as part of this plan. The City benefits from State and Federal revenue sharing and an accurate population count is critical. The U.S. Bureau of Census population figures need to be correct and should be challenged when necessary.

Stanley's residents comprise all age groups with more young people in the transient summer workforce. The majority of Stanley's residents are employed at city businesses that rely on tourism; other work areas are public service and construction.

Future population projections must consider the constraint of the city's 308-acre size, as the population will remain within these boundaries. The City can seek to accommodate and

encourage quality growth within this area. A larger year-round population would provide a stable work force, increase volunteerism and grow the tax base.

Tourism has a major economic impact on the city. The city must seek ways to encourage more year-round tourism opportunities and events to improve year-round employment opportunities and consequently year-round residents.

SECTION 4: SCHOOL FACILITIES AND TRANSPORTATION

GOALS - General statements describing results to be achieved in the future.

1. Work toward continual improvement of school facilities.
2. Establish a high school for the community of Stanley. While this goal is highly desirable for the community, the current consistently low number of students living in Stanley might make this goal unrealistic.

POLICIES - Specific actions or procedures to be followed.

1. Continue to coordinate with the school district in all areas, particularly on the joint use of facilities and the siting of compatible school and city facilities.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Support community efforts to provide high school education in Stanley.

SCHOOL FACILITIES AND TRANSPORTATION: *BACKGROUND INFORMATION*

STANLEY SCHOOL

The Stanley School has facilities for grades K-8, including two classrooms, a large gymnasium, a library of 2,500 books, storage areas, and a spacious playground augmented by use of the Sawtooth Valley Pioneer Park. There is no kitchen; no meals are served. The school can accommodate 50 students, but enrollment varies widely from year to year. No matter how few pupils are in attendance, at least one teacher is assigned to the school along with special education support staff and a teacher's aide.

The school is part of Challis Joint School District Number 181 which serves Custer County and part of Lemhi County and includes four other schools: Patterson Elementary (K-6), Clayton Elementary (K-4), Challis Elementary (K-6), and Challis Jr./Sr. High School. The School District is governed by a five-person elected School Board: one member is from the Stanley-Clayton area, one is from the Pahsimeroi, and three are from Challis. There are no bonds outstanding on the Stanley School. In the past, a few local parents have provided home-schooling for their children,

but there are no private schools in the area. The nearest colleges and universities are in Twin Falls and Boise.

SCHOOL TRANSPORTATION

The School District provides bus transportation for all students living more than 1 mile from the appropriate school. High school students from Stanley must either travel 60 miles one-way to Challis each day, or live in Challis. High school students are picked up early in the morning and driven part way toward Challis where they transfer to another bus. The Stanley bus then picks up elementary school students and takes them to the Stanley School. The State of Idaho pays 80% of the cost of operating school buses; the School District pays the rest. There are two major safety concerns for students being bused in the Stanley area. One is the condition of Highway 75 from Stanley to Challis. The other is the extremely cold weather that students must sometimes endure while waiting for the school bus. School is canceled when temperatures become too cold or roads become unsafe.

STANLEY HIGH SCHOOL FEASIBILITY STUDY SYNOPSIS

A Stanley High School professional feasibility study was presented in August 1997 to the School District Trustees and the Gem Community High School Planning Committee. While planners hoped to open Stanley's first high school in 2000, the City still has no high school in 2008. A private long distance high school learning center was in place from 2000 through 2004.

Lack of a high school has been cited as one of the major limitations to growth for Stanley. Currently students in grades 9-12 are bused 120 miles round-trip to Challis High School. Many families with high school age children opt to either move away temporarily during the school year or send their children to board out of town. Neither of these alternatives appeals to most families. Some families leave the area permanently.

The feasibility study ultimately considered Stanley's need for a high school valid and implementation possible. Steps were outlined for actions to be taken by a committee. The study projected an average enrollment of ten students in grades 9-12. The school would be a Remote Station High School utilizing a mix of new technologies. The costs estimated in the study would be \$225,000 for the building and the equipment. The portable classroom would be located adjacent to the Stanley School. Annual operating costs were estimated at \$53,900. Funding for the project would come from a mix of City, State, Federal and County sources including grants and private money.

A survey of local families conducted by the Gem Community Committee found widespread support for the idea of secondary education in Stanley. The only major dissenting opinions pointed out that high school students staying in Stanley for their education would miss the opportunities of sports competition, social interaction in clubs and dances and other extra-curricular activities offered in larger high schools. It is probable the pioneering high school students of Stanley would have to forgo many extra-curricular activities but as Stanley's population grows, more school activities would develop. Having the alternative of a secondary education in Stanley would no doubt be a catalyst to community growth.

SECTION 5: ECONOMIC DEVELOPMENT

GOALS - General statements describing results to be achieved in the future.

1. Strengthen and support the tourism industry in Stanley with more year-round opportunities and events while maintaining the quality of life.
2. Encourage development of economic activities which can support a stable year-round population.
3. Encourage the local economy to diversify to offset constraints on the economy from increasing governmental restrictions on recreation.

POLICIES - Specific actions or procedures to be followed.

1. Maintain City option tax.
2. The City should keep in mind the limited area (308 acres) available for development and economic growth and be careful to only allow land uses, buildings, traffic patterns, and parking commensurate with this limitation.
3. Use city resources for the primary benefit of the citizens of the city.
4. Encourage the Stanley-Sawtooth Chamber of Commerce and the Gem Community Committee to remain proactive in developing and promoting economic activities including more year-round events to attract tourists (e.g., music festivals, ranching skills exhibitions, rodeo events, etc).

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Pursue available grants with the understanding that maintenance and administrative costs must be considered.
2. Encourage the State of Idaho to keep Highway 21 open during the winter season.

ECONOMIC DEVELOPMENT: *BACKGROUND INFORMATION*

The City of Stanley is surrounded by a National Recreation Area. The magnificent Sawtooth Mountain Range and the Salmon River are the main attractions. This unique location dictates that Stanley provide commercial visitor services compatible with outdoor recreational opportunities. The small community has seen its role increase considerably in servicing the growing tourist population. This role goes beyond providing food, lodging and tourist services but also, importantly, law enforcement, fire protection and medical facilities. The impact on the City is not only monetary; the local Stanley Sawtooth Chamber of Commerce has become the main voice for year-round tourist information.

Other businesses could function year-round in Stanley based on telephone and Internet resources, including call centers, help lines, data management and security, telecommuting services provided to remote businesses, and others. Businesses which can be located almost anywhere on the globe and still perform their function might be attracted to living in the beautiful natural

setting that Stanley provides; however, these businesses require reliable electric power and communication, as well as housing and schools for families. These infrastructure items need improvement as addressed in the related sections of this plan.

In evaluating the economic history of Stanley, the Comprehensive Plan of 1976 stated that the major contributors to the City of Stanley's economic base were recreation and tourism, livestock, timber and area mining activities. In 2010, the major economic contributor is tourism and recreation. In 1974 the Sawtooth National Recreation Area reported 869,700 visitor days. Since that time the data collection and statistics have changed somewhat. The Forest Service collects data and makes a National Visitor Use Monitoring (NVUM) report every 5 years. The 2010 report has not yet been issued, but the 2005 report showed 605,600 site visits, the statistic that most closely relates to the old "visitor days". For the same year, the state (ITD) traffic counters show that traffic through Stanley would be approximately 417,000 vehicles. The visitors and traffic vary greatly by season, so the monthly statistics can vary greatly throughout the year. Future NVUM reports and ITD traffic data will be helpful in demonstrating the trends in tourism to the area.

Tourism/Travel is the third largest Idaho industry behind agriculture/food processing according to the Idaho Department of Commerce and Labor. Idaho tourism continues to grow, while tourism growth in other nearby states is leveling off. The 1993 study reported Stanley's economic base was made up of 72.3% tourism, 25.1% government and 2.6% other. Custer County's economic base was 28.6% mining, 21.7% agriculture, 19.2% government, 14.1% tourism, 8.8% logging and 7.6% other. Estimates in 1997 indicated that 75% to 80% of Stanley's total income is linked to recreation spending by visitors to the Sawtooth Valley and the Sawtooth National Recreation Area, summer-home owners, and full-time and part-time residents.

An article published in 1996 by the Boston Sunday Globe noted that "although tourism accounts for 72% of Stanley's income (% based on '93 study), the tiny town has guarded its charm from being homogenized by the retail horrors often found in gateway towns to national parks." This statement embodies the attitudes of the residents, intent on maintaining the quality of life they now enjoy.

The main business corridors front highways 75 and 21 as well as the historic old town main street, Ace of Diamonds. The City's total area is limited to 308 acres, which can be viewed as an economic constraint, limiting growth and business expansion. Presently there are vacant and undeveloped areas still in the commercial zone. New businesses are not abundant due to high land prices in Stanley and the seasonal economy.

The majority of Stanley's residents are employed in businesses in the City that rely on tourism including lodgings (motels, hotel, cabins, R.V./trailer parks), restaurants, bars, grocery outlets, gas stations, shops, offices, laundromat, river rafting companies, shuttle service, air taxis and more. Other areas of employment are public services and construction. Many of the businesses are seasonal, open in the summer and closed during the winter. The economy decreases in the winter months due to weather, few job opportunities, lack of housing, lack of a local high school, and road closures on Highway 21.

Many business owners have adjacent living quarters or a residence located on the same property. The largest businesses provide affordable housing for employees. The lack of available or affordable housing is a hardship for seasonal and permanent employees. A more year-round population and better housing availability would provide a more stable work force and economy.

The town of Lower Stanley, located about a mile east of Stanley, is an important contributor to the area's economic development, providing visitor services (gas, food, lodging, and river rafting companies), and sharing in maintaining public services like the volunteer Fire Department and the Stanley Sewer Association. Long associated with the City of Stanley, Lower Stanley has chosen to remain a separate unincorporated townsite.

Other influences on Stanley's economy include the areas of Sunbeam Village, Torrey's Burnt Creek Inn, Obsidian and Smiley Creek (Sawtooth City).

The surrounding areas that impact the Stanley economy are sixty miles away. To the northeast lies the city of Challis, the County seat, whose economy is largely ranching and mining. The mining situation has been a bust or boom to the local economy. Sixty miles to the south are the communities of Ketchum and Sun Valley. Their tourism overflow has affected the Stanley economy. Businesses from Challis, Ketchum/Sun Valley, McCall and Boise operate in Stanley during the summer months, including river rafting companies, outfitters and guides. Sixty miles to the west of Stanley is the Lowman area, a small community with some tourist services.

Highway 21 to Lowman and Boise is sometimes closed in the winter due to avalanches. Winter closures of Highway 21 are devastating to Stanley's newly-formed winter economy. Nearly 50% of the winter tourist traffic comes from the Boise direction. According to the Idaho Department of Transportation, the safety of motorists and highway crews dictate these closures. Stanley can do little to change these circumstances other than lobby for improvements to the highway to make it a safe year-round road. It remains critical to the winter economy of Stanley that Highway 21 remains open.

The 2005-2010 trend in second home purchases has reduced available commercial properties and reduced permanent community base in residential properties.

RESOURCES

In 1989, the City of Stanley and the Stanley-Sawtooth Chamber of Commerce professionally prepared the "Tourism Development Plan."

The plan outlined a strategy of enhancing the special characteristics of the Stanley community. It developed an inventory of assets and liabilities, and gave specific recommendations for improvement projects to strengthen and enhance tourism in the area.

The Stanley Gem Community Plan was completed in 1995. This plan presents short- and long-range strategies for business retention and expansion, economic diversification, and improvements to education and infrastructure. It covers the entire community and nearby areas. Gem Community status strengthens the community's qualification for grants for planning and

projects that are administered through the City of Stanley. Intended to be updated each year (recently in 2008), it continues to provide ongoing direction to the entire community.

As a resort city, the City of Stanley is eligible under Title 50, Idaho State Code, to implement a 2.5 percent option tax on all sales subject to state sales tax, and on liquor by the drink. This tax is essential, for it allows the City of Stanley to collect revenue for its operation from visitors who use its services. This relieves some the financial burden on local residents, since many of the demands for services are increased for visitors. As specified by City Code 3.04, the Stanley option tax is collected for these purposes:

1. Improvement, additions and maintenance of the Community Building.
2. Emergency services and law enforcement.
3. Capital improvements of roads, water systems and solid waste disposal facilities.
4. Direct costs to collect and enforce the tax.
5. Promotion of the City of Stanley.
6. Creation and maintenance of recreational facilities.
7. Library maintenance and collection updating.

(For more information, see the Option Tax Comparison, Table 5.1.)

The Option Tax is essential in maintaining the public services that add to the quality of life in Stanley, for both residents and visitors.

The Stanley-Sawtooth Chamber of Commerce is the principle civic organization responsible for building the economy of Stanley and the surrounding area. The U.S. Forest Service helps with this task by promoting the Sawtooth National Recreation Area, but reductions in Federal budgets have shifted more of the burden of promotion and visitor information services to the Chamber of Commerce. The Chamber depends on receiving a portion of the option tax money collected by the City each year and matching grants.

REVENUE ACCOUNTS	2004/05		2005/06		2006/07		2007/08	
	BUDGET	ACTUAL	BUDGET	ACTUAL	BUDGET	ACTUAL	BUDGET	ACTUAL
GENERAL FUND	\$ 94,450.00	\$ 77,152.70	\$ 82,472.00	\$ 73,824.77	\$ 80,000.00	\$ 70,323.13	\$ 48,170.00	\$ 41,854.93
STREETS AND ROADS	\$ 12,000.00	\$ 25,464.22	\$ 18,926.00	\$ 17,137.89	\$ 17,826.00	\$ 17,177.94	\$ 36,820.00	\$ 32,048.06
CEMETARY	\$ 2,465.00	\$ 2,014.99	\$ 1,490.00	\$ 1,318.30	\$ 1,015.00	\$ 978.12	\$ 1,265.00	\$ 1,100.37
PARKS & RECREATION	\$ 14,000.00	\$ 11,430.97	\$ 15,850.00	\$ 14,501.29	\$ 9,450.00	\$ 9,106.44	\$ 24,700.00	\$ 21,498.99
COMMUNITY BLDG.	\$ 15,000.00	\$ 12,254.71	\$ 14,025.00	\$ 11,864.69	\$ 9,545.00	\$ 9,198.00	\$ 11,595.00	\$ 10,093.27
SNOWMOBILE GROOMER	\$ 15,350.00	\$ 11,201.93	\$ 15,237.00	\$ 13,182.99	\$ 19,900.00	\$ 1,842.43	\$ 17,450.00	\$ 15,188.12
TOTALS	\$ 153,265.00	\$ 139,519.52	\$ 148,000.00	\$ 131,829.93	\$ 137,736.00	\$ 108,626.06	\$ 140,000.00	\$ 121,783.74
ALLOCATION LINE ITEMS	2004/05		2005/06		2006/07		2007/08	
	BUDGET	ALLOCATION	BUDGET	ALLOCATION	BUDGET	ALLOCATION	BUDGET	ALLOCATION
<i>CHAMBER</i>	\$ 22,000.00	\$ 29,000.00	\$ 20,000.00	\$ 20,000.00	\$ 12,000.00	\$ 12,000.00	\$ 18,000.00	\$ 18,000.00
<i>STANLEY FIRE VOLUNTEERS</i>	\$ 7,500.00	\$ 7,500.00	\$ 5,000.00	\$ 5,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00
<i>SAWTOOTH EMT'S</i>	\$ 6,500.00	\$ 6,500.00	\$ 5,000.00	\$ 5,000.00	\$ 3,000.00	\$ 3,000.00	\$ 4,000.00	\$ 4,000.00
<i>STANLEY LIBRARY</i>	\$ 1,000.00	\$ 1,000.00	\$ 1,000.00	\$ 1,000.00	\$ 500.00	\$ 500.00	\$ 1,000.00	\$ 500.00
<i>FIREWORKS PROGRAM</i>	\$ 4,000.00	\$ 10,177.50	\$ 4,500.00	\$ 4,478.38	\$ 3,000.00	\$ 3,012.40	\$ 3,000.00	\$ 3,500.00
<i>OTHER GEN. FUND ITEMS</i> <i>(i.e. Law Enforcement, Administration, Public and Community Relations)</i>	\$ 53,450.00	\$ 22,975.20	\$ 46,972.00	\$ 38,346.39	\$ 57,500.00	\$ 47,810.73	\$ 18,170.00	\$ 11,854.93
<i>SKI TRAIL GROOMING</i>	\$ 3,865.00	\$ 3,609.25	\$ 3,865.00	\$ 4,602.06	\$ 3,650.00	\$ 2,991.00	\$ 5,500.00	\$ 5,212.95

Table 5.1 - Option Tax Comparison

CHALLENGES

Stanley depends upon tourism for its future and faces the following challenges to economic development:

1. Lack of employee housing..
2. Limited access to Stanley from the west during the winter, because Highway 21 is sometimes closed.
3. Increasing demand for essential visitor services.
4. Loss of revenues from commercial river usage and commercial outdoor experiences associated with governmental restrictions..
5. Increasing demand for new homes and new businesses limited by the high cost of property.
6. A State tax structure that does not share sales tax revenues on the basis of where they are collected.
7. A disproportionate rise in the cost of living.
8. Vulnerable electric power supply via a single transmission line route from Challis.

These challenges can be met with diversification and effective planning that recognizes both tourists' demands and local values in the quest for a viable economy.

THE ECONOMY OF CUSTER COUNTY

The Department of Commerce 1993 study states that the most important sources of revenue for Custer County were:

Mining	28.6 %
Agriculture	21.7 %
Government	19.2 %
Tourism	14.1 %
Logging	8.8 %
Other	7.6 %

SECTION 6: LAND USE

GOALS - General statements describing results to be achieved in the future.

1. The City should keep in mind the limited area (308 acres) available for development and be careful to only allow land uses, buildings, traffic patterns, and parking commensurate with this limitation while sustaining the City's rustic theme.
2. Develop maintenance standards to protect the aesthetics of each land use zone.
3. Encourage appropriate high density areas.
4. Encourage orderly development in the Area of Impact through agreement and appropriate zoning.

5. Develop a parking plan for the upcoming Trailhead Center at the Park and address parking at the Community Building.
6. Encourage development of geothermal resources for the benefit of the community.
7. Preserve and enhance the dark night sky.

POLICIES - Specific actions or procedures to be followed.

1. Encourage regulations stating standards to promote public health, safety, and general welfare and to provide for the harmonious development of the area.
2. Protect the integrity of single family neighborhoods.
3. Encourage standards to address on- and off-street parking.
4. Continue to encourage appropriate commercial uses in appropriate areas of the city.
5. Encourage orderly commercial development to meet local demand.
6. Preserve the Park predominantly as open space with appropriate buildings and facilities to meet community needs.
7. Retain jurisdiction with regards to matters of planning and zoning (land use).
8. Adopt appropriate night sky protection measures.
9. Consider adoption of an ordinance providing for planned unit development.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Maintain the rustic, western and unique character of Stanley.
2. Address current parking demands.
3. Determine privately owned, buildable acreage within the 308 acres of the city available for development.

LAND USE: *BACKGROUND INFORMATION*

Managing growth and channeling orderly development are key elements of land use planning. Beneficial use of residential and commercial land areas and preservation of the environment must accompany the maintenance of the unique, scenic, historic and rustic western character of the town. Areas within the City and the Area of Impact are to be given land use designations. The designations shall be depicted on the map showing “General Land Use”, General Land Use Map, Figure 6.1, and Zoning Map, Figure 6.2, which are to be considered an integral part of the Comprehensive Plan. The General Land Use Map was in black and white, but is now colored to improve legibility.

The City of Stanley is located in south-central Idaho at the intersections of State Highway 21 and Highway 75. Land surrounding the City in all directions is regulated federally through the Sawtooth National Recreation Area. Scenic Easements control any development on the surrounding ranch lands. Government lands primarily border the City on the north. The City consists of approximately 308 acres, including residential and commercial uses, approximately 60 acres for school, clinic, airport and community needs, and just under 100 acres undeveloped.

Stanley and the surrounding area enjoy one of the best night sky environments in the nation. The surrounding wilderness areas assure darkness in those areas. Within the city the night sky is to be preserved and enhanced to the benefit and enjoyment of our residents and visitors alike. To that

end, outdoor lighting fixtures and devices need to be shielded or designed in such a way that the light rays emitted directly or indirectly are projected at least fifteen degrees below a horizontal plane running through the lowest point on the fixture where the light is emitted.

Commercial land use in Stanley mainly serves the tourism trade, which comprises about 80% of the City's economy. Commercial areas are located along the highways and in the original townsite on Main St. (Ace of Diamonds) and Wall Street. Residential land use is allowed throughout the City. Currently there are no designated industrial zones located in the city. Public and semi-public uses are spread throughout the community and consist of the Community Building, city park, school complex, a medical clinic, and churches.

Significant historically related sites are located throughout the Stanley community, the preservation of which is important. These are addressed in the Special Sites and Recreation components of this plan.

Due to being surrounded by federally regulated land, Stanley is a planning anomaly. Land use is therefore one of the most critical questions for the City of Stanley. The high percentage of federal and state lands accentuates the importance of the use and value of municipal and privately owned lands.

RESIDENTIAL LAND USE

Residential land use in Stanley is often found immediately adjacent to commercial uses. The purpose of this land use is to promote the orderly development of residential areas to meet population demands. Future residential development in Stanley is complicated by the limited supply of land, high land values and seasonal job opportunities. The future may dictate a need for additional high-density housing areas.

Areas designated as residential are suitable for single-family residential living. Currently this includes modular-manufactured homes due to state and federal mandates. These, like all homes, must meet the strict building and design requirements required of all developments in Stanley. The separate high-density mobile home park should remain since mobile homes are not allowed in other residential and commercial zones and the mobile home park provides a source of affordable housing.

Because of the City's tourism focus and its isolation in the winter months, many of the homes are only lived in seasonally. Most homes are occupied during the summer and fall months, either as housing for owners or employees of businesses, or as second homes for vacationers.

No lot shall be developed without proper access to a public street. Should such street not be improved, it shall be the responsibility of the property owner to improve the street. Multi-family housing areas shall provide adequate parking to accommodate the needs of the premises.

Currently the residential uses are separated by lot size for Residential A and B and for high-density use by mobile home parks, single-family, and multi-family dwellings for Residential C.

All new residential uses shall connect onto the sewer wastewater system.

Commercial use in a residential zone shall be discouraged.

COMMERCIAL LAND USE

The Stanley downtown business core was historically developed with appropriate commercial uses. Heavy traffic commercial uses have been located along the highway. The primary uses serve travelers/tourists through the area and also serve immediate needs of the residents. It is the desire of the citizens of Stanley to continue the heavy traffic uses along the highway corridor while maintaining the downtown business core. We do not want Stanley converted to a bedroom community. To maintain the viability of the community, the City of Stanley must actively promote a strong business core to assure adequate services for travelers/tourists and residents. It is vitally important to maintain the opportunity for existing and new businesses and associated employment for the community. Consequently it is important that city maintain a pro-business attitude, and proactively work with the business community to assure commercial vitality.

Commercial shall be defined as retail establishments, or those which provide a service for a fee. Single family homes and apartments will be allowed in commercial land use areas. Ideally single family homes and apartments would be providing housing for business owners or employees, or located above commercial space, but preferably not to the exclusion of commercial use of the land.

Such commercial uses allowed may be those which are highway related, such as but not limited to gas stations, convenience stores, grocery stores, motels, restaurants, lounges and other related businesses. The land use might also allow neighborhood related uses such as laundries, offices, shops and other related businesses.

No commercial lot shall be developed without proper access to a public street. Should such street not be improved, it shall be the responsibility of the property owner to improve the street. Parking should be adequate to meet the needs of the commercial use.

All new commercial uses shall connect onto the sewer wastewater system.

Landscaping as deemed appropriate to provide necessary screening and aesthetic functions will be encouraged to enhance the rural appearance of Stanley. The aesthetics of the land use shall be maintained.

LIMITED COMMERCIAL LAND USE

The limited commercial use zone is a conditional use area which might also allow some home occupations, small food and bar services, small shops, river outfitting business, offices, bed and breakfasts, day care centers, multiplex units and other related businesses. Public and semi-public facilities compatible to surrounding uses might also be allowed. Single-family residences are permitted in this zone.

No limited commercial lot shall be developed without proper access to a public street. Should such street not be improved, it shall be the responsibility of the property owner to improve the

street. Off-street and on-street parking shall be adequate to meet the needs of the limited commercial use.

All new limited commercial uses shall connect onto the sewer wastewater system.

Landscaping as deemed appropriate to provide necessary screening and aesthetic functions will be encouraged to enhance the rural appearance of Stanley. The aesthetics of the land use shall be maintained.

MUNICIPAL LAND USE

This land use will be appropriate for municipal, public and semi-public uses. Appropriate uses are city facilities including municipal or government housing, library, schools, churches, parks and playgrounds, as well as possible siting of utility facilities that serve the area and are appropriate. The latter is not meant to include facilities with high communication towers, unless the towers are aesthetically screened as reviewed by the City.

No municipal land area shall be developed without proper access to a public street. Off street and on street parking shall be adequate to meet the needs of the municipal land use.

All new municipal land uses shall connect onto the sewer wastewater system.

Landscaping as deemed appropriate to provide necessary screening and aesthetic functions will be encouraged to enhance the rural appearance of Stanley. The aesthetics of the land use shall be maintained.

OTHER LAND USES

The City also has a Utility Facility Zone, Airport Zone, Open Land Zone and an Agricultural/Scenic Easement Zone.

It must be realized that the preservation of open space within the city is not a priority for the citizens within Stanley, since the 308-acre city is surrounded by open space, including government land and ranches with scenic easement restrictions. Within the City, the Park has been maintained as predominantly open space. In the future, building and facilities will be added to meet the needs of the community.

The City shall establish special land use categories to address unique characteristics of the land or environment. This might include identifying public lands, airports, flood plain areas and other concern areas such as historical sites, recreational sites, wildlife areas, geographic features and natural resource areas further discussed in the Natural Resource, Recreation, Hazardous Areas and Significant Sites elements of the plan.

EXISTING USES

It is recognized that certain conforming uses existed prior to the establishment of zones, which may not conform to the requirements of that zone. Such uses shall be allowed to continue to exist

but will not be able to be expanded nor replaced if more than 50% of the building has been destroyed or where the use was discontinued.

AREA OF IMPACT

The Area of Impact has been established to provide sufficient protection to the City of Stanley in reviewing and approving growth and development outside of city limits which might affect the community. These lands may reasonably be annexed in the future by the City. That Area of Impact is shown on the included maps, Figures 6.1, and 6.2.

With the adoption of the Area of Impact the City's Comprehensive Plan and Ordinances apply.

Within the Area of Impact some federal land and federally regulated lands are included which protects open space and agriculture on the perimeter of the city limits. The Area of Impact includes all current city zones as well as the Utility Facility Zone, Airport Zone and Agriculture/Scenic Easement Zone.

The Area of Impact was accomplished through a judicial court ruling on January 30, 1997 after the City and the County were unable to reach agreement concerning the Area of Impact. This is the first ruling of its kind in the state of Idaho.



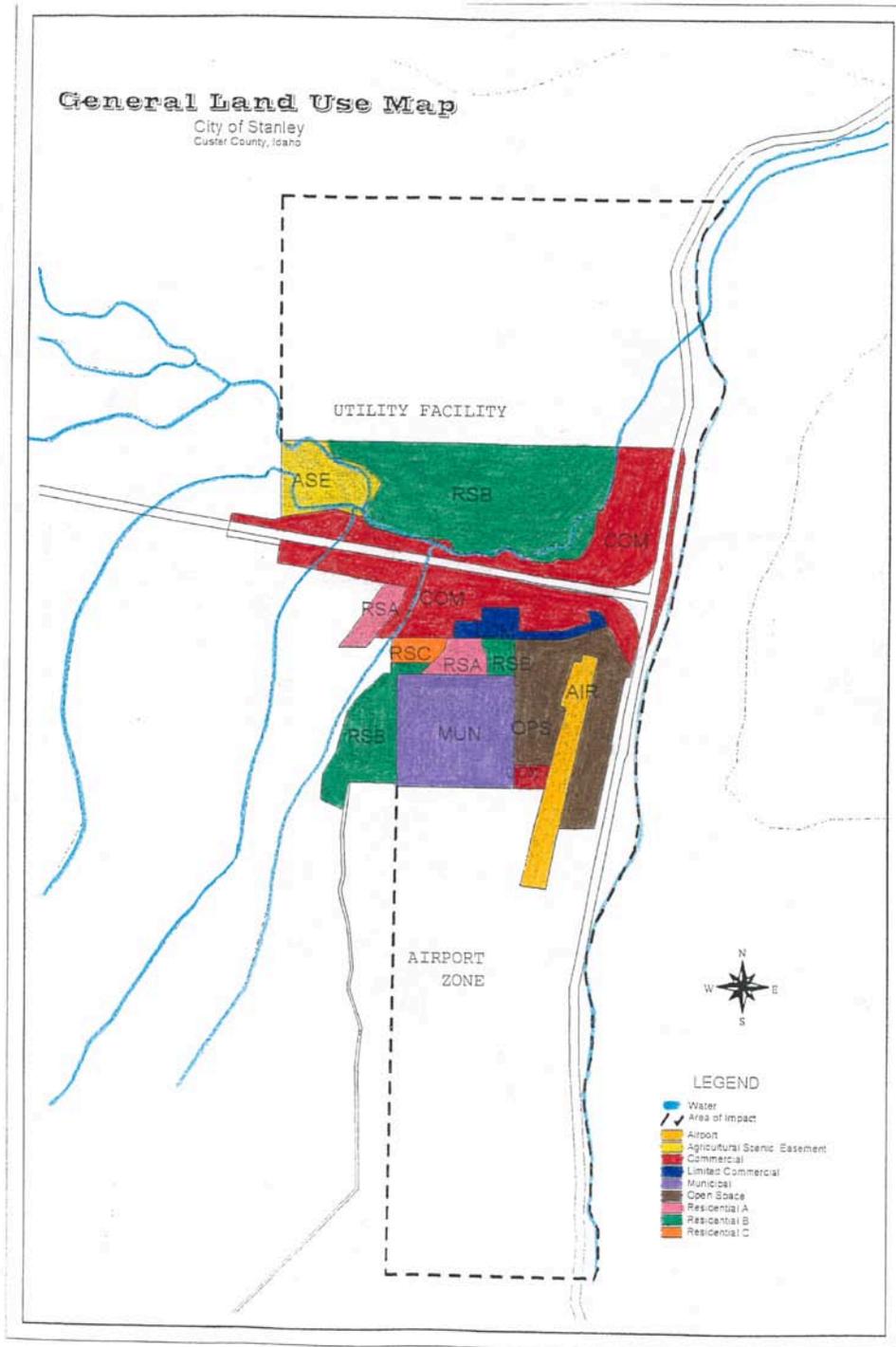


Figure 6.1 - General Land Use Map

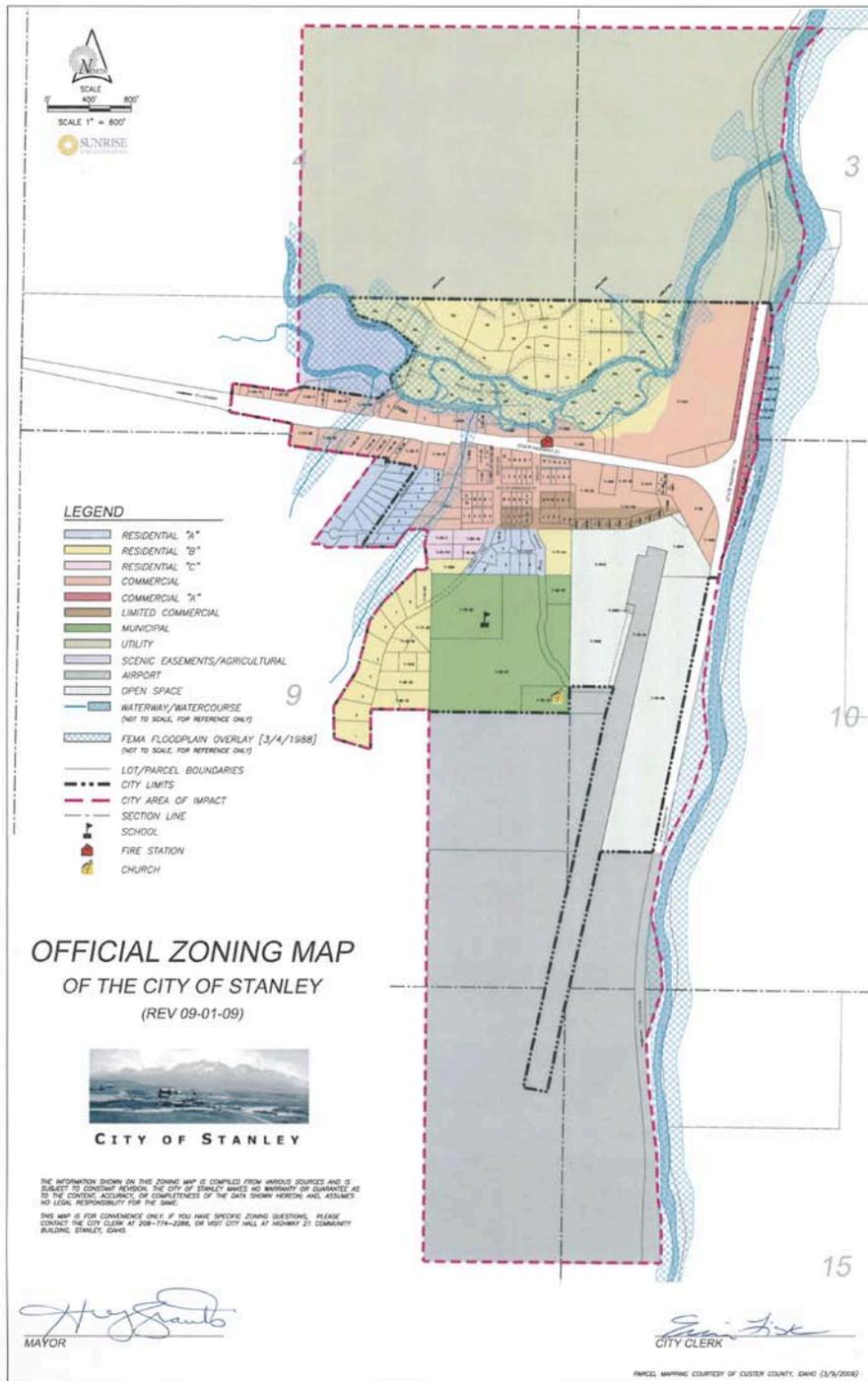


Figure 6.2 - Zoning Map

SECTION 7: NATURAL RESOURCES

GOALS - General statements describing results to be achieved in the future.

1. Balance growth with the preservation of natural resources.
2. Encourage the planting and care of trees and landscaping.
3. Preserve the source, quantity and quality of groundwater.

POLICIES - Specific actions or procedures to be followed.

1. Address impacts on water quality, vegetation, fish and wildlife habitats, natural vistas, skyline, ridgetops, slopes, soils, and riparian and wetland areas.
2. Protect wetlands as critical habitat for wildlife and plants, to preserve water quality, and to provide recreational opportunities for residents and visitors.
3. Address impacts on ground water sources, quantity and quality resulting from land use and development.

NATURAL RESOURCES: BACKGROUND INFORMATION

The City is impacted by the local climate, geology, soils, slope, water systems, vegetation, and wildlife. Each of these affects the city's capacity for growth - either as a potential for growth or as a constraint against it. These characteristics play a predominant role in determining where development will or will not occur. Some of the major factors to consider should be:

1. Seasonal and irregular flooding or saturation and restrictions provided in the National Flood Disaster Protection Act of 1973 (P.O. 93-234).
2. Soil erosion during and after construction; and
3. Negative impacts of construction and use on vegetation and fish and wildlife habitats.

CLIMATE

The Stanley area is characterized by extremely short summers and long, cold winters. There are few days in the year when the temperature does not fall to 32 degrees Fahrenheit or lower. Snow remains on the ground from November to April. This provides for short Summer and Fall recreation periods and long Winter recreation seasons.

The Stanley area sits in a semi-arid intermountain region at elevations between 6,000 and 7,000 feet. Our annual precipitation of 25 inches falls mostly as snow between November and March, averaging three feet in the city, to approximately 12 feet on the Banner Summit. Summers are mild, averaging 75 to 80 degrees during the day and cool nights. Winter temperatures average 15 to 30 degrees during the day, with drops well below zero not unusual.

GEOLOGY, SOILS AND SLOPE

Little detailed geological information is available for the Stanley area. Soils analyses have been done by both the Forest Service and Soil Conservation Service that are general in scope. It is

important to keep in mind that fact when considering geology, soils and slope as they relate to development. Because of their generality in nature, the analyses should be used as indicators of possible problems. Those who propose development within the City should be required to have soils analysis performed and to demonstrate how they plan to handle slope and erosion problems if they exist.

Three general land types exist in and around the Stanley area. These types are:

1. Wet Alluvial - This land area is subject to minor flooding and/or high water tables (water can be found a few inches below the surface) because it lies along the course of Valley Creek, Meadow Creek and the Salmon River. The soils are loamy, do not erode easily, are subject to some surface runoff, and are relatively flat.
2. Dry Alluvial - These lands sit higher than the wet alluvial lands. Soils are loamy and deep and do not erode readily. Much of the existing city area is covered by dry alluvial soils which present good potential for development.
3. Moderately dissected rock structured granitic mountain - Characterizing this land type are extremely steep slopes, a thin layer of soil over granitic bedrock, and surface erosion hazards.

A general soils survey has been done for the Stanley area by the U.S. Soil Conservation Service. It is specific enough to be used as a guide to alert the city that problems may exist. However, because it is still general, each development site should be examined to determine whether or not problems exist on that site.

Three soils series characterize most of the area around the city. The series are:

1. Newfork Series - Poorly to somewhat poorly drained soils on floodplains and low terraces. Slopes are from zero to 4%. Surface soils is a dark grayish brown loam to about 8 inches; subsoil is a brown fine sandy loam about 7 inches thick; the substratum is a pale brown and very gravelly sand occurring to about 60 inches.
 - a. Sanitary Facilities - Newfork soils series have a severe limitation for septic tanks and absorption fields, sewage lagoon areas, and sanitary landfills.
 - b. Community Development - Severe limitations are also associated with Newfork soils on shallow excavations, dwellings with or without basements, small commercial buildings, and local streets and roads. This soil is highly corrosive to steel pipe; it has low corrosivity to concrete pipe.
 - c. Location in Stanley - Newfork soils series are found primarily around the course of Valley Creek and its floodplain through the city limits.
2. Driggs Gravelly Loam - This series is associated with well-drained soils of alluvial fans and terraces. The surface layer is typically a brown silt loam to 8 inches in depth; subsoils are usually a brown silt loam to 25 inches; and the substratum is a brown and

very gravelly coarse sandy loam and coarse sand to 35 inches. Slopes range from zero to 20%.

a. Sanitary Facilities - The Driggs series limitations on sanitary facilities are associated with slope factors; the more slope, the more severe the limitation. It has few limitations on septic tanks and absorption fields from zero to 8% slope; moderate limitations from 8 to 15%; and severe limitations above 15% slope. Sewage lagoons have severe limitations because of seepage.

b. Community Development - Limitations on development are also related to slope factors. Shallow excavations can pose problems because of caving problems. Dwellings with or without basements may have problems because frost action in the soil (expansion and contraction of water held in the soil) and caving (especially from slopes from 8 to 20%). The same holds true for small commercial buildings and local streets and roads. Corrosivity to steel pipe ranged from low to moderate limitations; corrosivity to concrete pipe is low.

c. Location in Stanley - - The majority of the city sits on Driggs gravelly loam soils, ranging from the edge of the Valley Creek floodplain, south past the end of the present airport runway. The steep area that runs along the east side of the runway is also a Driggs loam series and ranges from 30 to 60% slope.

WATER SYSTEMS (Hydrology)

The Stanley area is abundant with both year-round and seasonal water courses. On the eastern edge of the city, the Salmon River presents a visual and recreational resource. In the northern portion of the city, Valley Creek flows east to join the Salmon River. A series of smaller creeks flow into Valley Creek, such as Meadow Creek; smaller seasonal drainages flow northward.

Both wildlife and vegetation depend upon the availability and nature of wetlands and water courses for their extent and variety. Both the Salmon River and Valley Creek are important as habitats for trout and spawning areas for migrating salmon. The Salmon River and Valley Creek and smaller streams and their associated wetlands are the essential fabric of the Stanley region's drainage system. Wetlands are essential for protecting water quality by filtering sediments and pollutants, regulating hydrologic functions and flood conditions, and providing critical wildlife and plant habitats.

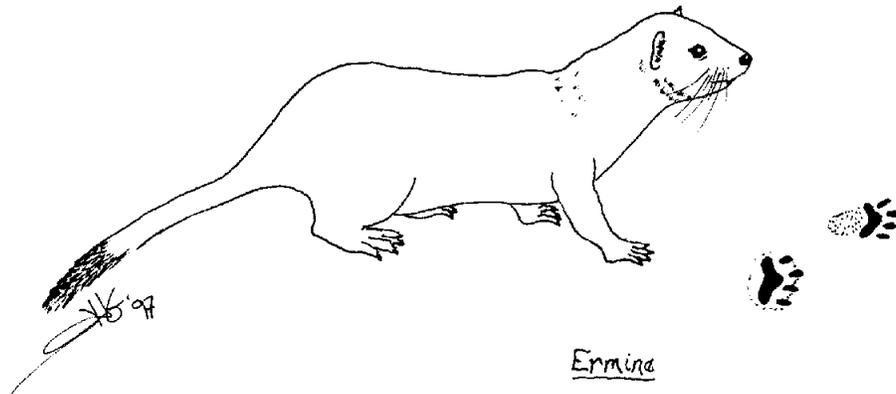
VEGETATION

Vegetation is an important consideration in planning for two reasons. It is frequently of high environmental value, which may present either a constraint or opportunity, and it is usually associated with other factors such as water slope, soils and wildlife. A combination of the two may pose a constraint on development. The major portion of Stanley is covered with grass and sage brush. As this vegetation is rather hardy, it will revegetate if protected. Because of little forested land in the city, the few trees that exist on the northern face of the hill below the airfield should be protected.

Riparian vegetation (that which exists next to creeks, streams and rivers) plays a major role in Stanley because of the area's variety of water courses. The willow, sedge and grass meadow communities of Valley Creek, Meadow Creek, the Salmon River and smaller drainages are important visual, wildlife and hydrologic resources which should not be tampered with without careful forethought and planning.

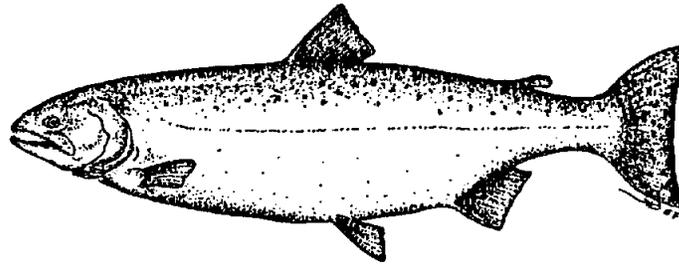
WILDLIFE

The Stanley area has an abundance of wildlife and native fisheries. Many people consider the diversity and abundance of wildlife an important part of what makes Stanley a special place. Numerous song birds, raptors and waterfowl inhabit the immediate vicinity of Stanley. Bald and golden eagles, osprey, marsh hawks, and sandhill cranes captivate the observant visitor to Stanley. Coyotes, red fox and beaver are common. Mule deer raise their young in the willow thickets of Valley Creek and visit the yards of residents. Rocky mountain elk forage along Valley Creek and the nearby hot springs and are major winter attractions for sightseers and snowmobilers. Rocky mountain gray wolves were reintroduced to the area in 1995 and are often seen, although not desirable near town. Valley Creek flows through town and provides critical spawning and rearing habitat for chinook salmon and steelhead. Cutthroat trout, bull trout and rainbow trout provide the avid angler with a rewarding experience literally within the city limits. Wildlife viewing opportunities abound in the Stanley area.



SALMON RIVER

The Salmon River flowing through the City of Stanley is a natural treasure. Further information is found in Section 11.



Oncorhynchus tshawytscha

SAWTOOTH MOUNTAINS

The Sawtooth Mountains are a signature landmark for the City of Stanley. Further information regarding the Sawtooth Mountains is found in Section 11.

SECTION 8: HAZARDOUS AREAS

GOALS - General statements describing results to be achieved in the future.

1. Continue to maintain a safe environment for residents and visitors alike.

POLICIES - Specific actions or procedures to be followed.

1. Continue to support the fire district in handling hazardous materials response.
2. Continue to participate in the county wide Emergency Preparedness Plan.
3. Address the existence of radon.
4. Address manmade hazardous sites.
5. Discourage development within the flood plain according to federal standards.
6. Where flood plain development is permitted, provide opportunities for flood insurance through the National Flood Insurance Program.

HAZARDOUS AREAS: BACKGROUND INFORMATION

There are no known hazardous areas within the city limits of Stanley or its area of impact, except for the flood plains and floodways along the Salmon River, Valley Creek, and associated drainages. One hundred year floodplains have been mapped by the Federal Emergency Management Agency in these areas. Any development within these areas is subject to flood damage, and obstructions within floodways may cause damage to other properties by changing the direction and velocity of flood waters and by causing erosion. Hazardous areas discovered in

the future should be added to the Comprehensive Plan. There may be potential hazards on a specific site such as:

1. Old private septic tanks
2. Evaporation lagoons used by the sewer system
3. Structures built near the flood plain
4. Service stations with tank storage problems
5. Trucks passing through Stanley carrying hazardous materials
6. Range and forest fires
7. Radon gas existence

SECTION 9: PUBLIC SERVICES, FACILITIES AND UTILITIES

PUBLIC SERVICES

GOALS - General statements describing results to be achieved in the future.

1. Maintain a level of services adequate to serve the citizen, tourist and business needs in Stanley.
2. Encourage city leaders to seek changes in Idaho Code to allow for more flexible sources in financing city infrastructure and services.

POLICIES - Specific actions or procedures to be followed.

1. Buildable land in Stanley is limited. These limits should be kept in mind when developing further capacities of city services and infrastructure.
2. Consider future water rights needs.
3. Continue to involve the community outside of the Stanley city limits in the planning and development of services and infrastructure to serve the needs of the area (e.g., taxing districts to fund sewer and recreation needs).
4. Use city resources for the primary benefit of the citizens of Stanley.
5. Support the Clinic District, recognizing that health services are necessary for all.
6. Encourage the continuation of option tax money to fund law enforcement, fire health and education.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Continue the option tax or other similar tax to fund services.
2. Support the continuation of in-kind support and volunteerism in providing facilities and services to the residents, acknowledging that volunteerism has declined.
3. Consider need for increased water rights for city park irrigation and facilities.

PUBLIC SERVICES: BACKGROUND INFORMATION

HEALTH SERVICES - SALMON RIVER EMERGENCY CLINIC

The Salmon River Clinic provides family rural health care for the City of Stanley and surrounding area. A resident healthcare provider (either a Physician Assistant or a Nurse Practitioner) is provided via an association with the Hailey Medical Clinic and St. Luke's Hospital. The Clinic is open for family health care and minor emergencies 6 days a week in summer and 3 days a week in winter.

Year-round, 24-hour Volunteer Emergency Medical Technicians (EMTs) are available via 911 Emergency Dispatch. The Salmon River Clinic Ambulance and the EMTs provide Ambulance Service to St. Luke's Wood River Hospital located 60 miles away. Paramedic intercept transport to St. Luke's or St. Alphonse's hospitals in Boise is utilized extensively. Recently, a second Air Ambulance Response Unit has been placed in service at Smiley Creek to enhance emergency medical responses in the Upper Sawtooth Valley.

The Salmon River Clinic is partially funded as a County Tax based entity. The Clinic and Ambulance relies on grants and private donations as well as Stanley City Option Taxes. The Salmon River Clinic and Ambulance is not a free service. The EMT staff is wholly made up of volunteers, who dedicate countless hours responding to medical emergencies year-round at any time of day or night in the Sawtooth Valley. Declining volunteerism severely impacts emergency services.

FIRE PROTECTION - SAWTOOTH VALLEY RURAL FIRE DEPARTMENT

Fire Protection and Emergency Services for the City of Stanley and surrounding area are provided by the Stanley Fire Department, which is administered by both the Sawtooth Valley Rural Fire District and the Officers of the Stanley Fire Department. Funding for the District is derived from property taxes collected and disbursed by Custer County. A second budget is maintained by the Fire Department Volunteers for equipment and training not included in the District Budget; this budget is funded by private donations, grants, fundraising events, sale of fire safety products and an option-tax grant from the City of Stanley.

The Sawtooth Valley Rural Fire District, led by its three-member elected Board of Commissioners, is responsible for the management of all District tax dollars collected for Fire Protection, while the Officers of the Department are responsible for management of the Volunteers budget and all tactical and operational matters.

The Fire Department maintains cooperative agreements with the Salmon River Emergency Clinic Hospital District and the U. S. Forest Service. In addition to fire protection the Fire Department provides vehicle extrication and hazardous materials response, and has adopted a manual of operating procedures intended to deal with most emergencies. In 1996 a Fire Marshals Office was created to provide Public Information and Education, Arson Investigation and, in the future, Inspection.

In 1998 Fire Department personnel consisted of 24 members, compared with an optimal roster of 30 Volunteers. Officers include a Chief of the Department, Fire Marshall, Battalion Chief and several Captains. Apparatus operated and maintained by both the District and the Department include three Pumper Engines, a Water Tanker and a Rescue/Command Vehicle. Equipment maintained by the Department includes Communication Equipment, Self-Contained Breathing Apparatus, Hydraulic Vehicle Extrication Tools, Foam Equipment, Ladders and Forcible Entry Tools.

With the increase of new residential and commercial buildings and rescue services that will be expected in the future, the growth of the fire department will be a necessity. Upgrading of apparatus, increased water supply, new equipment, additional training, and the need for a stable volunteer base will be essential for the continuing protection of the City of Stanley and the surrounding community.

LAW ENFORCEMENT - STANLEY POLICE AND OTHERS

Law enforcement within the city limits of Stanley is the responsibility of a full-time Police Officer hired by the City Council. The Stanley Police Department was started in 1990 as a part-time position and increased to a full-time position in May 1992. There is no jail in Stanley, so any person physically arrested must be transported to the Custer County Sheriff's office in Challis. A City reserve program for additional officer assistance has been activated.

In addition to Stanley Police, four other law enforcement agencies have jurisdictions near Stanley. The Custer County Sheriff has one Deputy stationed in the Stanley area who covers anything in the Southwest part of Custer County inside and outside the city limits of Stanley. The Idaho Department of Fish and Game has one officer stationed in the Stanley area to enforce fish and game laws. The Idaho State Police do not have resident personnel in the area, but on weekends during the summer they assign officers to patrol Highway 21 and Highway 75 to enforce traffic regulations and deal with accidents. The Forest Service has one law enforcement officer in the Stanley area who enforces Forest regulations on the Sawtooth National Recreation Area. All of these agencies help each other in emergencies and contribute greatly to the safety and welfare of thousands of tourists passing through the Stanley area each year. A formal Mutual Aid Agreement exists between the City of Stanley and Custer County. As tourism increases, budgets for local law enforcement will need to increase as well.

FACILITIES

GOALS - General statements describing results to be achieved in the future.

1. Maintain and improve city infrastructure as needed.
2. Support reasonable expansion of the Community Building, realizing the population base, and thereby the tax base, is limited.
3. Ensure continued and improved availability of air service to Stanley.
4. Encourage alternatives such as grants to fund the needed restoration of the historic Sawtooth Meditation Chapel.

5. Encourage recycling within the city and county.
6. Improve Park facilities.
7. Develop an emergency public potable water system plan.

POLICIES - Specific actions or procedures to be followed.

1. Coordinate the planning of public facilities and infrastructure with all service providers in the community.
2. Coordinate financial needs of the city with service districts and develop a mutual plan to finance these needs in a phased and equitable manner.
3. Encourage the city to require matching funds when contributing funds to community organizations.
4. Address water well protection issues within the city to protect individual wells of residents and businesses.
5. Support and maintain the non-denominational, historic Sawtooth Meditation Chapel.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Plan and construct facilities to meet future needs within Park boundaries.
2. Remodel and add to Community Building.
3. Consider expanding the cemetery on the public land adjoining the cemetery to the north, if it is to continue to serve the community of Stanley.
4. Research funding mechanisms for city infrastructure.
5. Define, determine and develop positive, equitable roles between the City of Stanley and the Sewer Association in providing necessary services to the Stanley area. Coordinate efforts between the two organizations, with the Sewer Association taking the lead role while receiving city support.

FACILITIES: *BACKGROUND INFORMATION*

STANLEY COMMUNITY BUILDING

The Community Building on Highway 21 houses the city offices, the Fire Department, the Chamber of Commerce, and the public meeting hall and kitchen. All public areas are fully accessible by people with disabilities using ramps and an elevator. The hall is used for meetings by the City Council and other local organizations, and is also available for rent. It can hold up to 125 people and is equipped with folding chairs and tables, a stage, an easel, projector screen, internet connection and a piano. The kitchen is stocked with a commercial range, refrigerator, microwave, electric ovens, sink, dishwasher, work island, utensils, dishes and tableware. Special permits are available for selling beer during fund-raising events. Hard liquor cannot be sold, but may be served free (such as during a reception).

The building is owned by the City of Stanley. It was built in 1982 using a loan from East-Central Idaho Planning and Development Association, E.C.I.P.D.A., subsequently repaid. Finishing work was done by volunteers. The building was equipped through private donations, particularly from the Mountain Mamas. Maintenance is provided by the City janitor and volunteer work parties.

In 2007 and 2008, thanks to an ITD grant and matching funds from the Custer Economic Development Association (CEDA), the interior of the Community Building was remodeled to make more room for city offices and the Stanley Sawtooth Chamber of Commerce Visitor Center.

STANLEY COMMUNITY LIBRARY

The Stanley Community Library became a taxing district in 1998 and is housed within the city limits. Local residents and property owners use the Library free; others may obtain a temporary library card for a fee. The service area extends south to Sawtooth City, north to Torrey's Burnt Creek Inn, and west to Banner Summit. The Library is governed by a five-member Board of Directors who employ two part-time Librarians.

The Library is open 34 hours per week (42 hours per week in the summer), Monday through Saturday. In 2007 the Library's collection consisted of 5,600 books and 520 audio books. There were more than 300 registered borrowers. Adults enjoy monthly Book Club and events like lectures, readings, and slide shows. The library also provides support to the school through books and programs. The Library offers public Internet access, including wireless Internet access 24/7. Future plans include establishment of a district-owned facility.

SAWTOOTH VALLEY PIONEER PARK

The 27.5-acre Sawtooth Valley Pioneer Park was established with funding and support from government agencies, private citizens and corporate sponsors. It is used for community events, outdoor concerts, weddings, picnics, receptions, baseball games, cross country skiing, jogging, team sports, and for playground space by the Stanley School next door. Use of the park for major events may be scheduled by registering at the City office, currently for a fee. Park maintenance is provided by the City of Stanley using option tax funds. Volunteer work parties are also organized when necessary.

Equipment and facilities in the park include two modern vault toilets; a baseball diamond with bleachers, backstop and outfield fence; a playground stocked with sturdy equipment; a covered picnic shelter; several outdoor picnic areas; a storage shed; electrical power for outdoor concerts; walking trails with benches; 35 young trees; several parking areas; and two historic "pioneer" buildings.

Any changes or additions to the park property would have to meet official "park" guidelines established by the Idaho Department of Parks and Recreation. Because of this restriction a portion of land originally available for the park was set aside and zoned by the City for non-park uses; this land lies at the northeast corner of the park adjacent to property owned by the Stanharrah Corporation and currently includes a snow-groomer shed and a City maintenance shed. Future projects include reviewing current and future park facilities and uses such as, trailhead development, ice rink, all-season pavilion, amphitheater, small stock arena, water system, improved restroom facilities, sprinkler system, and public employee housing.

UNITED STATES POST OFFICE

The Post Office, a 2,200 square-foot wood frame building built in 1991, sits at the corner of Ace of Diamonds Boulevard and Niece Avenue. It is staffed by a Postmaster and a Relief Postmaster. All standard postal services are available Monday through Friday from 8 to 5. In 2006 there were 386 post office boxes, with 340 rented and no space for additional boxes.

CHURCHES

The Sawtooth Meditation Chapel, located on the hill south of Stanley, welcomes all religious denominations. Separate services for Catholic, Protestant and L.D.S. worshipers are held each Sunday during the summer. The chapel, which holds 150 guests, is also available for private weddings. It was built in the mid 1970s, is non-denominational, and is maintained through private donations.

STANLEY CEMETERY

Stanley has one cemetery, owned, maintained and administered by the City. It has natural vegetation and is surrounded by a log fence. Permanent markers are required on each grave. The cemetery was established in 1916 when local residents set aside 16,350 square feet of ground on a slope overlooking Valley Creek, with a view of the Sawtooth Mountains. It was enlarged in 1981 with the addition of 10,050 square feet of U.S. Forest Service land. Burials are currently assigned among the 42 burial plots available in the newer area.

The first pioneer buried in the Stanley cemetery was probably Thomas A. Kelly, a miner and trapper, who was interred in August 1919. Others include Edger J. Cummings, age 24, accidentally shot while hunting in 1921; George A. Cumine, stagecoach driver and miner, who died at age 83 in 1938; and Stanley pioneers like Herbert and Mary Marshall, Walt Lynch, Dave Williams, and Frank and Leslie Niece.

Stanley does not have a special district or a tax levy to support the cemetery. Funding is from plot sales and donations. Maintenance is assisted through volunteer work parties organized when necessary. If the cemetery is to continue to serve the community of Stanley, further expansion should be considered on the public land adjoining the cemetery to the north.

CUSTER COUNTY TRANSFER STATION

Custer County maintains a transfer and recycling station a few miles west of Stanley where trash is accepted and stored temporarily before being hauled away to a regional landfill facility.

STANLEY SCHOOL

The school is also available for rent for uses such as meetings, wedding receptions, safety, craft and other instructive class meetings.

UTILITIES

GOALS - General statements describing results to be achieved in the future.

1. Monitor the need for additional sewer capacity.
2. Encourage recycling within the city and county.
3. Relocate electric utilities below ground.
4. Encourage the City of Stanley to work with Midvale Telephone Exchange to improve the reliability of their land-line service.
5. Work with Salmon River Electric Cooperative and federal agencies to improve electric power reliability

POLICIES - Specific actions or procedures to be followed.

1. Continue the policy of requiring underground utilities for new construction to protect and improve the aesthetics of the city.
2. Negotiate with cell phone service providers for inclusion of communications for community emergency services, wireless internet access, and other compensation.
3. Negotiate with Salmon River Electric Cooperative to adopt a policy to provide truck mounted emergency power generation for the City of Stanley when power cannot be restored via the transmission lines from Challis within 24 hours.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Reduce electrical power system vulnerabilities due to fire, rock slides, or other natural and man-made hazards along the singular supply route along the Salmon River from Challis.
2. Determine feasibility and timeline to relocate electric utilities underground.
3. Coordinate efforts between the City of Stanley and the Sewer Association in providing the necessary services to the Stanley area, with the Sewer Association taking the lead role while receiving city support.

UTILITIES: *BACKGROUND INFORMATION*

ELECTRICITY - SALMON RIVER ELECTRIC COOPERATIVE

Salmon River Electric Cooperative, operating from Challis, provides electricity for customers in the Stanley Basin, and also serves other areas of Central Idaho. About 30% of the electric lines in Stanley are buried underground; the rest are overhead. To improve the aesthetics within the city boundaries, relocating more of the electric lines underground will be required. Equipment is up-to-date, and except for routine maintenance there are no plans for the future. The deregulation of electric power nationwide will impact local power usage.

Reliable electric power is critically important to Stanley. Extreme weather, and a short summer tourist season makes power outages more immediately devastating than in other milder climates

or where business is year round. The transmission lines providing power to Stanley and the Sawtooth Valley come up along the Salmon River and Highway 75 from Challis. Since only this one line can feed power to the area, any damage to the line can leave Stanley without power. Summer wild fires are a real danger having come very close to damaging transmission lines during the summer of 2005 and again in 2007. In the winter of 2006-2007 a 24-hour outage due to line failure during an extreme cold spell caused many damages to homes and businesses in Stanley. In the past, when an outage was assessed to be a long one, Salmon River Electric Cooperative arranged for a tractor-trailer mounted emergency generator located near the Stanley Museum to provide temporary power to Stanley. Although temporary emergency power helps, what the City really needs is substantially improved reliability through connection of the electrical distribution systems over Galena Pass to Blaine County and Ketchum to the south and eventually to Lowman to the west. Alternatively a generation facility located in or near Stanley using geothermal resources as the source of energy could improve system reliability.

TELEPHONES - MIDVALE TELEPHONE EXCHANGE

Telephone service in the City of Stanley and surrounding area is provided by Midvale Telephone Exchange headquartered in Midvale, Idaho. There are presently 701 access lines. This number fluctuates from as low as 300 lines in the winter to 700 plus in the summer. The service area includes Lower Stanley to the north and Sawtooth City to the south, and extends west of Stanley about ten miles. Midvale Telephone Exchange uses a fiber optic path on both incoming and outgoing toll calls and also to each of their remote sites south of Stanley. Midvale Telephone Exchange is a member of Syringa Networks. Stanley is a part of a complete fiber optic ring that ensures a high quality of service for distant communications. Reliability of the local wiring connecting to individual homes and businesses has been a concern of citizens. The Midvale Telephone Exchange lines are buried or will be buried in the near future.

Midvale Telephone Exchange offers DSL service for the Stanley area.

CELLULAR TELEPHONE SERVICE

Stanley has cell phone service which is available to most cell phone users. Cellular telephone facilities must be permitted by the city. Permits must consider the rural, rustic nature and treasured scenic vistas of the City to see that they are not compromised. Cell transmission facilities disguised as flag poles, boulders, or recreational area light poles are possible alternatives.

WATER SYSTEM

Potable water in Stanley is provided by individual private wells requiring a depth of 30 to 300 feet using pumps with pressure tanks.

SEWER SYSTEM - STANLEY SEWER ASSOCIATION

The original sewer system consisted of evaporation lagoons constructed northeast of the City of Stanley in 1974. The original purpose of this system was to protect the Salmon River and area ground water from leakage by individual septic tanks. The proximity of the Salmon River and

Valley Creek prohibited expansion of the original site. A permit moratorium was in effect from 1997-2001 which prevented new properties from connecting to the system. That moratorium is no longer in effect. Sewer hook-up is mandatory for residents living close to the sewer system. Inside the City of Stanley, residents must hook up if they are within 300 feet.

A new treatment facility, located 4 miles up the Sawtooth Valley, behind the Stanley Ranger Station area, was constructed in 2000/2001. The treatment facility consists of lagoons for treatment and storage, a chlorine disinfection system and an irrigation system for the land application during the summer months. Wastewater collected during the winter is stored and then treated and applied to the land in the summer. The facilities are new and are in excellent condition. Two part time persons are available for maintenance and operation of the system.

The sewer collection system consists of gravity collection mains and five pump stations. The majority of the collection system was constructed in the mid 1970's with Transite gravity collection mains and precast concrete manholes. Distinct service areas exist. The first area served upper Stanley / City of Stanley and consists of eight-inch and ten-inch pressure sewers. The second area serves Lower Stanley with eight-inch gravity sewer mains and a pump station with submersible pumps and four-inch pressure sewers, to lift sewage to the upper Stanley collection system. The third area services Gateway with eight-inch gravity sewer mains and a pump station with self-priming pumps in a drywell with four-inch pressure sewers to lift the sewage to Lower Stanley. A new pump station with submersible pumps and ten-inch pressure sewers lifts the sewage from the end of the upper Stanley collection system to the new treatment facility. The Redfish Lake complex, Ranger Station and RV dump station are also served.

The existing collection system consists of a total of approximately 18,020 linear feet of pipe. The breakdown by size and type of pipe is as follows:

8-inch Transite	11,270 linear feet
8-inch PVC	2,720 linear feet
8-inch concrete	1,130 linear feet
10-inch Transite	1,960 linear feet
10-inch PVC	940 linear feet

The new system was built with matching grant money and a loan from USDA. The project cost to update the Treatment Facility Plant and Collection System was \$1.9 million.

The sewer system is administered by the Stanley Sewer Association, Inc. Board of Directors, whose five members are elected from Stanley and Lower Stanley.

TRASH

Trash hauling in the City of Stanley and surrounding area is provided by Blue Mountain Refuse, located in Challis, Idaho, and Clear Creek Disposal, located in Ketchum, Idaho. Blue Mountain has contracts in the Sawtooth Valley with the U.S. Forest Service, providing service to all the campgrounds. Blue Mountain also has many residential and commercial customers in the area as well as a cardboard recycling pickup route for customers during the summer. Clear Creek Disposal has residential and commercial customers in the area as well. All trash collected is hauled at least 70 miles from the Stanley area for eventual treatment or burial.

Custer County maintains a transfer and recycling site a few miles west of Stanley, where trash is accepted and stored, temporarily, before being hauled to a regional land fill facility. All hauling and site operations are provided by Blue Mountain Refuse.

PROPANE GAS SERVICE

Propane is available in small volumes at local gasoline stations, and by truck in larger volumes to those maintaining private storage tanks on their property.

SECTION 10: TRANSPORTATION

GOALS - General statements describing results to be achieved in the future.

1. Extend the city-owned and maintained street network to provide all-weather access to as many buildings and residences within the city as possible.
2. Develop alternative transportation and recreation routes, including hiking, bicycle, snowmobile and ski trails, with easy access from inside the city limits.
3. Work to secure guaranteed long-term access to a local airport.
4. Work to upgrade airport facilities and extend the operating season and operating hours.
5. Support and encourage new and continued service to the city by commercial transportation and delivery services.
6. Secure long-term guaranteed access to the City of Stanley Cemetery.
7. Encourage and support the development of public transportation to, from and within the City of Stanley.

POLICIES - Specific actions or procedures to be followed.

1. Maintain and improve city streets in a manner consistent with preservation of the rustic appearance of the City of Stanley.
2. Encourage efforts by the Idaho Department of Transportation to keep Highway 21 open all year.

TRANSPORTATION: *BACKGROUND INFORMATION*

The economy of the City of Stanley depends almost entirely on tourism. Since most tourists arrive by automobile, the safe and efficient movement of automobiles, trucks, bicycles and pedestrians is of high priority. Bicycling, walking and snowmobiling in winter are secondary forms of transportation. There is no public transportation. The City is served by a small airport which operates during daylight hours in the summer.

HIGHWAYS

The major highways serving Stanley are State Highway 21 and State Highway 75. The traffic count on Highway 21 is 960 cars per day. The traffic count on Highway 75 is 750 to 790 cars per day. These figures represent average daily traffic over the course of a year. Traffic volume is much higher in the summer and much lower in the winter.

State Highway 21 is closed from a few to several days each winter due to avalanche danger. This has a severe negative impact on the local economy during the time that it is closed.

STREETS

There are currently 1.9 miles of dirt city-maintained streets and 1.3 miles of paved state-maintained highways within the city limits. There are also private roads within the city which are maintained, if at all, by the residents. The only access to some lots outside the city limits in the area of impact is via a city maintained street. Access to buildings and residences located on private roads by emergency vehicles and personnel is severely limited during the winter.

Access to the City of Stanley cemetery is via a U.S. Forest Service road.

Streets inside the city limits of Stanley are in generally fair condition. Minor maintenance is handled by City staff. Large maintenance or construction projects, as well as snow removal in winter, are contracted to commercial businesses. The city has, by ordinance, design standards for new streets.

Funds for street maintenance and improvement come from State Highway Users Revenue and general tax revenues. Optional Tax funds can also be used for street maintenance.

STANLEY AIRPORT

The Stanley Airport is located on the southern edge of the City of Stanley at an elevation of 6,402 feet. It is located on land owned the State of Idaho through the Department of Aeronautics and Public Transportation Division. The turf runway is 4,300 feet long and 150 feet wide and can accommodate planes as large as a DC-3. The only facilities available are public tie-downs and emergency fueling. The airport is used extensively during the summer and fall by floatboat outfitters transporting clients and supplies into remote wilderness areas, primarily the Middle Fork of the Salmon River. The airport is also used by air taxi services, medical evacuation helicopters, commercial scenic flights operators and private planes. Ground transportation to and from the airport is by private arrangement.

SNOWMOBILES

The City of Stanley, in cooperation with the Idaho Department of Recreation and the SNRA, operates a snowmobile grooming program which maintains about 150 miles of groomed trail surrounding the City. Access from inside the City to the trail system is from the city park or where the trail crosses private land.



MOTOR FREIGHT

A handful of motor freight and small-package delivery companies serve Stanley businesses and residents.

SECTION 11: RECREATION, SPECIAL AREAS AND SITES

GOALS - General statements describing results to be achieved in the future.

1. Establish and maintain access to a trail system throughout and around the community for both summer and winter activities.
2. Research the establishment of a recreation taxing district to meet the recreational needs of the community without burdening the city revenues.
3. Diversify the local economy to offset constraints from increasing governmental restrictions on recreation.

POLICIES - Specific actions or procedures to be followed.

1. Support private and public efforts to improve recreation and access to recreation for citizens and tourists.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Encourage the creation of a walking tour of the historic sites within the city area.
2. Promote the beautification and preservation of the historic downtown area.
3. Encourage the restoration of buildings and sites within the city.

RECREATION, SPECIAL AREAS AND SITES: *BACKGROUND INFORMATION*

There are many special areas and sites in or near Stanley, beginning with the city itself. The 1976 Comprehensive Plan noted:

“The entire City of Stanley has been designated as a ‘special site’ in Public Law 92-400.”

Recreation is of utmost importance to the City. Estimates in 1997 indicated that 75% to 80% of the total income of the City of Stanley is linked to recreation spending by full-time residents, summer-home owners, visitors to the Sawtooth Valley and the Sawtooth National Recreation Area, river excursions that rendezvous in Stanley for trips to other areas, and people visiting Stanley for community events. This estimate was determined with assistance from The Association of Idaho Cities.

SAWTOOTH NATIONAL RECREATION AREA

At 756,000 acres, the Sawtooth National Recreation Area is the largest National Recreation Area in the continental United States. The City of Stanley is an incorporated city surrounded by the SNRA. The public’s enjoyment of outdoor activities is enhanced by easy access to food, lodging and other commercial services located in the historic City of Stanley. The Forest Service provides professional resource management; resident businesses provide visitor services. It is estimated that 1,700,000 people visit the SNRA each year.

Year Round activities in the SNRA include photography, bird watching, wildlife viewing, hot springs relaxation, fishing and scenic airplane flights. Summer and Fall feature whitewater rafting, horseback riding, hiking, camping, off-road vehicle travel, picnicking, mountain climbing, motor biking, mountain biking, lake canoeing, water-skiing, llama packing, swimming, kayaking and hunting. Winter and Spring offer snowmobiling, cross-country skiing, sledding, ice skating, snowshoeing, winter camping and steelhead fishing.

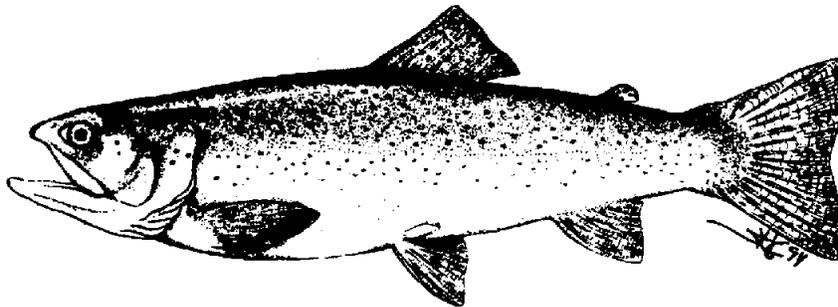
THREE NATIONAL SCENIC BYWAYS

The City of Stanley is the only place where three National Scenic Byways meet. There are only 100 National Scenic Byways in the United States. These are roads and highways providing access to the most scenic National Forest lands. (Highway 21 from Stanley to Boise is the Ponderosa Pine Scenic Byway. Highway 75 from Stanley to Shoshone is the Sawtooth Scenic Byway. Highway 75 from Stanley to Challis is the Salmon River Scenic Byway.)



SALMON RIVER

The Salmon River provides recreational opportunities and scenic beauty, and plays an important part in defining the character of the City of Stanley and the surrounding area. At 425 miles the Salmon is the longest un-dammed river in the continental United States, and also the longest river contained within any one state. Unlike most rivers in North America, the Salmon River flows north (rather than east, west or south.)



Oncorhynchus mykiss

SAWTOOTH MOUNTAINS

Fascinating geology surrounds the City of Stanley. The Sawtooth Range includes dozens of peaks over 10,000 feet elevation, and hundreds of small, high-mountain lakes. The oldest rocks in the area are Paleozoic sedimentary formations, 220 million to 600 million years old. They are normally quite dark because they contain organic matter. About 70 to 90 million years ago, during the late Cretaceous period, these rocks were folded, broken and invaded first by pale gray granite of the Idaho Batholith and then 20 million years later by pink granite of the Sawtooth Batholith. The Sawtooth Fault, runs along the east side of the mountains, simultaneously raising the Sawtooth Range while dropping the Stanley Basin in which the City of Stanley now lies. More recently, massive glaciers of ice from three different ice ages carved the Sawtooth Range into a jagged zigzag of peaks and valleys, leaving behind glacial moraines (great piles of gravel, now covered with forest) which enclose four large, beautiful lakes (Redfish, Stanley Lake, Pettit, and Alturas).

SAWTOOTH WILDERNESS AREA

Within the Sawtooth National Recreation Area approximately 217,000 acres have been set aside as the Sawtooth Wilderness Area. The Wilderness Area includes the Sawtooth Mountain Range and is reserved for low-impact, low technology use by hikers, backpackers, horse packers, llama packers, mountain climbers, winter campers, fishing parties and cross-country skiers. Machines such as bicycles, motor vehicles and chain saws are prohibited from the Wilderness.

REDFISH LAKE

Redfish Lake, six miles south of Stanley, is named for the brilliant red sockeye salmon that historically returned to the lake each year in massive numbers to spawn. This is the most highly developed lake in the SNRA. The U.S. Forest Service maintains several sizable campgrounds, picnic areas, a backpackers trailhead, and a motor boat launch site. Commercial facilities include accommodations, a restaurant and bar, a convenience store, a public marina, a laundromat, public showers, and horseback riding. Nearby Little Redfish Lake remains permanently undeveloped and offers a quiet contrast.

REDFISH LAKE ROCK SHELTER

More than 9,500 years ago prehistoric hunters visited the Redfish Lake area at the base of the Sawtooth Mountains, where they used a rock shelter as cover while hunting now-extinct mammoth and bison, as well as elk, deer and antelope. Most other archeological sites in the Stanley area are protected and off-limits to visitors, but the Redfish Lake Rock Shelter, about five miles south of the City, is open to the public.

STANLEY LAKE

Located beneath McGowan Peak seven miles west of Stanley, Stanley Lake is a popular area for hiking, fishing and boating, with about 90 developed campsites available.

STANLEY CREEK WILDLIFE INTERPRETIVE AREA

Six miles west of the City, the Stanley Creek Interpretive Area consists of a short trail with interpretive signs and views of the Stanley Basin wetlands and migrant bird life.

SALMON RIVER CANYON

The Salmon River Canyon, which begins about three miles east of the City of Stanley, features recreational opportunities for camping, whitewater floatboating, fishing, hot springs soaking, and highway access to nearby attractions like the Yankee Fork Gold District and the White Cloud Mountains.

SUNBEAM DAM

Originally built in 1910 to supply hydroelectric power to a Yankee Fork gold mine, Sunbeam Dam, eleven miles east of Stanley, was the only dam ever constructed on the Salmon River. It was partially removed by blasting in 1934 to allow Chinook and sockeye salmon access to their historic spawning grounds farther up river.

SUNBEAM HOT SPRINGS

Ten miles east of Stanley on the banks of the Salmon River, this is a natural hot springs open to the public. Cool river water mixes with 170-degree water flowing from the hillside next to the riverbank. A stone bathhouse built by the Civilian Conservation Corps during the 1930s is no longer in use but has been restored as a historic site.

INDIAN RIFFLES - CHINOOK SALMON SPAWNING BEDS

The Indian Riffles area, along the Salmon River 16 miles east of Stanley, has been used by spawning Chinook salmon for millennia. Historically, hundreds of adult salmon arrived here each summer, having swum 900 miles upriver from the Pacific Ocean to lay their eggs in the same gravel beds where they themselves had been hatched. Today only a few salmon return, but in August and September they still inspire awe among visitors marveling at their incredible urge to perpetuate their species.

YANKEE FORK GOLD MINING DISTRICT

In the late 1870s, rich gold outcroppings found in this region along the Yankee Fork of the Salmon River attracted thousands of miners and resulted in extraction of more than \$12 million worth of ore (in 1900 dollars). Today, visitors may tour the relics of two ghost towns about 15 miles from Stanley — Custer and Bonanza — that flourished during the gold rush. Other attractions are a huge gold dredge that ceased operations in 1952, and an interpretive museum near Challis that presents historic information about the “Land of the Yankee Fork.”

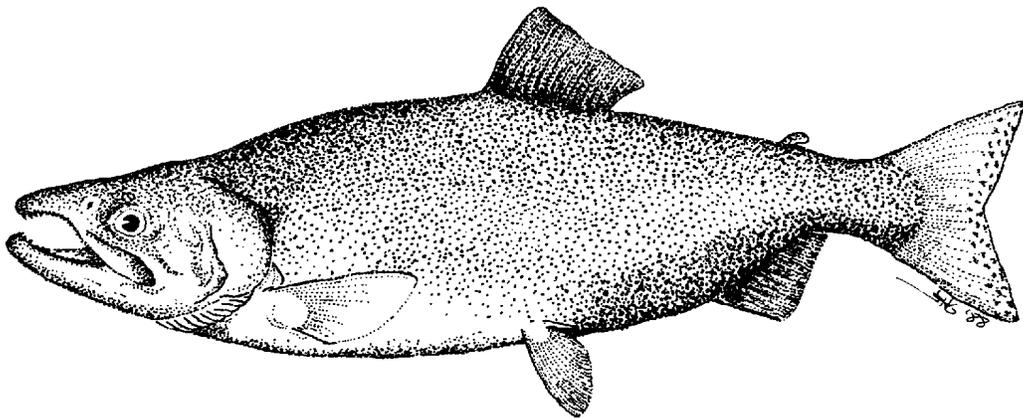
SAWTOOTH FISH HATCHERY

The Sawtooth Fish Hatchery is a Mitigation Hatchery funded by US Fish and Wildlife Service, Lower Snake River Compensation Plan and Bonneville Power Administration. Although funded through Federal agencies, this hatchery is operated by the Idaho Department of Fish and Game. The hatchery is designed to restore salmon and steelhead runs to the Upper Salmon River basin, helping to offset losses from the Lower Snake River Dams. It also helps assist the Eagle Fish Hatchery with their captive breeding program for the Redfish Lake sockeye salmon. This hatchery is unique in that it focuses on mostly anadromous fish species, meaning that the fish spend part of their lives in freshwater and part in saltwater. In summer, however, the hatchery does take part in stocking local waters with rainbow and cutthroat trout. The rainbow trout are raised at other hatcheries and brought here via truck with water tanks. The cutthroat trout are stocked in high mountain lakes as fry using airplanes.

Built in 1985, seven miles south of Stanley, the hatchery includes a Visitor Center with displays and guided tours of the facility. Adult steelhead can be seen at the hatchery from late March through early May. Adult spring Chinook salmon can be seen at the hatchery from late June through mid-September.

STANLEY MUSEUM

The Museum, located one-half mile northeast of Stanley on Highway 75, is housed in a log building formerly occupied by the Stanley Ranger Station and now listed in the National Register of Historic Places. The facility, maintained by the Sawtooth Interpretive and Historical Association, displays historic exhibits of the Stanley area.



SECTION 12: HOUSING

GOALS - General statements describing results to be achieved in the future.

1. Develop standards that protect aesthetics and public safety in residential areas and new developments.
2. Develop service community housing on nearby public lands or city property.

POLICIES - Specific actions or procedures to be followed.

1. Enforce codes that encourage quality housing construction and maintenance.
2. Preserve single-family neighborhoods while also encouraging the development of higher density housing.
3. Retain jurisdiction with regard to matters of planning and zoning (design standards).
4. Support the use of nearby public lands or city property for service community housing including controlled rents and controlled rentals to qualified employees in the community.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Develop a plan to address housing needs within the city for permanent as well as temporary residents. The plan needs to address the service community and consideration of using public lands or city property with a special use permit and concessionaire approach for the needed housing.

HOUSING: *BACKGROUND INFORMATION*

As with the 1976 Comprehensive Plan, the method we used to assess residential structures in Stanley was found in the Custer County Assessor's Office. The Assessor's office provides the most up-to-date viable information on Stanley's housing. Census figures are somewhat inaccurate giving more attention to number of people per household and whether the numbers constitute over-crowded households. To state it simply, in Stanley housing is grossly inadequate during the summer months constituting many overcrowded households. During the rest of the year housing is more than adequate with many houses standing vacant. However, many of these winter vacated houses are not always available for rent, so even in the winter, adequate affordable housing can be a problem for families and singles.

A new system is in place at the Assessor's Office for classifying residential (single-family) structures. Custer County has adopted the Marshall & Swift Residential Cost Handbook. The handbook provides two detailed methods for estimating total replacement costs: the square footage method and the segregated method, which differ in the level of detail. A third method for estimating replacement costs is to use trend factors in conjunction with known building costs or previous cost estimates. The Assessor gives consideration to square footage and to the quality of construction, features, and finishes of the house in making his final assessment of value.

An inventory from the Custer County Assessor's office follows:

STANLEY FAMILY HOUSING AND COMMERCIAL CLASSIFICATIONS - APRIL 2008

CATEGORY DESCRIPTION	CATEGORY COUNT	IMPROVED	UNIMPROVED	TOTAL
Residential Subdivision Housing (Cat. 15,37)			7	7
Residential City Housing (Cat. 20,41)		53	61	114
Condominiums (Cat. 26,27)	14			
Commercial Buildings (Cat. 21,42)		42	17	59
Manufactured Housing (Cat. 46,48,49,65)	4			
Additions to Manufactured Housing (Cat. 47)	3			

OTHER HOUSING FACTORS

Design regulations imposed by the USFS for communities within the SNRA are quite restrictive. The Forest Service goal for preserving a rustic nature in keeping with the surrounding environment is similar to the goals of the City of Stanley. The city clearly has jurisdiction with regards to matters of planning and zoning within the city limits.

It has been the vision of every plan and study of Stanley to develop adequate affordable housing in keeping with its western rural mountain setting. This goal is becoming harder to attain in light of the skyrocketing land values.

Employers, both public and private, suffer because of the limitations on available employee housing within Stanley Basin. In most cases, housing is only available to the extent that it can be furnished by the employer. This puts a substantial burden on all employers because: a) land and lot prices are extremely high, b) available lots are very scarce at any price, c) city zoning is not conducive to low cost housing, d) there are no larger communities in the nearby area that can serve as a “service community” for the Stanley area.

The employment and business opportunities in and around Stanley have not kept pace with the rising real estate market. (The Assessor’s Office estimates Stanley’s real estate values to have risen at a rate of 1% per month over the last seven years).

GROWTH TRENDS

STANLEY RESIDENTIAL HOUSING STARTS 1987 to 2006

YEAR	HOUSES
1987	1
1988	1
1989	2
1990	2
1991	3
1992	0
1993	1
1994	1
1995	0
1996	2
1997	4
1998	2
1999	2
2000	2
2001	2
2002	2
2003	3
2004	1
2005	2
2006	2
Total	35

SECTION 13: COMMUNITY DESIGN

GOALS - General statements describing results to be achieved in the future.

1. Encourage appropriate high-density areas while maintaining the existing Residential C zoning plan.
2. Protect the integrity of single-family neighborhoods.
3. Support City enhancement through beautification and landscaping.
4. Develop maintenance standards as necessary to protect the aesthetics of each land use including building maintenance, residential maintenance, vehicle parking, junkyards, and weed control, and provide for enforcement of those standards.

5. Encourage standards for manufactured homes to appear more rustic and western in design with features such as rough-sawn wood siding, decks and roof lines compatible with the majority of homes in the city area.

POLICIES - Specific actions or procedures to be followed.

1. The City should keep in mind the limited area (308 acres) available for development and be careful to only allow land uses, buildings, traffic patterns, and parking commensurate with this limitation while sustaining the rustic theme.
2. Retain jurisdiction with regard to matters of planning and zoning (design standards).
3. Encourage standards to maintain the City's rustic western character in its natural setting. See Figure 13.1 for examples of rustic and western and figure 13.2 for examples which are not considered western and rustic.
4. In Commercial land use zones the following should be addressed: visual impact, safety, traffic, bulk of structures, parking, lighting, and signage.

PRIORITIES - Actions ranked in order of urgency, not in order of importance.

1. Develop a commercial off-street parking plan.

COMMUNITY DESIGN: *BACKGROUND INFORMATION*

Community Design establishes the identity or the general theme of the City. In order to fit into its natural surroundings and preserve its rustic, western and unique character, the City of Stanley has established design standards for construction of buildings, other structures and the development and use of the land. Enforcement of these codes is strict, with penalties for violations per the police power of laws of the City of Stanley. Aesthetic considerations must be addressed to maintain the City's western identity. The scenic values of the Sawtooth Mountains are of utmost significance to the aesthetics of the entire area of Stanley.

The City has chosen, as set forth in the Plan of 1976, to maintain the "historic setting and background of a frontier ranch-type town." How well this is enforced will greatly affect the quality of the City and what it has to offer its residents and visitors.

DESIGN CODES

The City's design codes should consider the following:

1. Building Appearance and Materials - including exterior wall surfaces, roofing materials, colors, height of buildings and set backs
Note: 1992 Zoning Color Chart was chosen to better define the term "rustic" nature.
2. Minimum Street Widths and Boardwalks (sidewalks must be boardwalk construction).
3. Fences - including location and materials.
4. Signs - including construction and materials.
5. Subdivisions - including construction design standards.

6. Historic Preservation - reflecting significant elements of the City's and State's historical, architectural and cultural heritage.

GENERAL GUIDELINES FOR CITY DESIGN

These guidelines should be considered as minimums necessary to maintain the City's identity in its natural setting.

1. Development, improvement and use of all lands should not detract from the scenic, natural, historic and pastoral values.
2. All utilities should be underground.
3. Adequate provision should be made for disposal of liquid waste originating on or resulting from activities within the city.
4. Streambeds, streambanks, wetlands, and floodplains should not be disrupted except as may be necessary to construct, operate and maintain irrigation, utilities, roads and improvements.
5. Use and development on all lands within the city should be in conformance with applicable state, county, and local laws, regulations and ordinances.
6. Aesthetics of land use should be safeguarded by adequate standards. Such standards should prohibit junkyards and address issues such as weed control and vehicle parking.

Figure 13.1 - Examples of “Rustic and Western”



Figure 13.2 - Examples which are NOT “Rustic and Western”



SECTION 14: IMPLEMENTING THE COMPREHENSIVE PLAN

GOALS - General statements describing results to be achieved in the future.

1. Update city codes for consistency with the Comprehensive Plan.

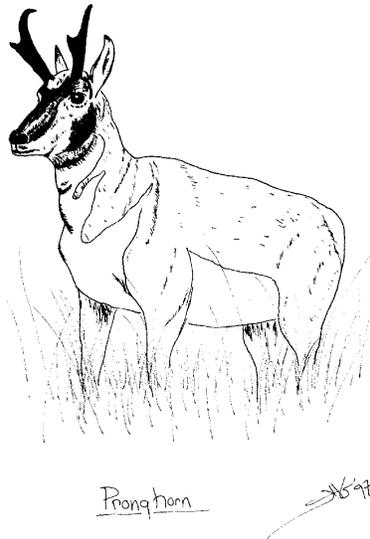
IMPLEMENTING THE COMPREHENSIVE PLAN: *BACKGROUND INFORMATION*

This Comprehensive Plan for the City of Stanley is designed to be of use to City planners for ten to fifteen years into the future.

Citizen involvement and support is a very important implementation tool and it has been strongly affirmed throughout the Comprehensive Plan update. The recommendations in this Comprehensive Plan should not be interpreted as unalterable commitments, but rather as a reflection of the best foreseeable direction. As circumstances evolve this plan should be reviewed.

Implementation of the Plan is the phase of the planning process that enables *goals* and *policies* to become reality. No matter how good the Plan may be, it is a useless document if it is never consulted or implemented. Formal adoption of the Plan is only the first step in implementation.

In order to guide implementation, this Plan attempts to set priorities for tasks that need to be accomplished. Some high priority tasks require immediate development, medium priority tasks are those for which more study may be required and low priority tasks can be successfully completed over a longer period of time. These priorities are evident in the GOALS, POLICIES AND PRIORITIES, of this document.



SECTION 15: AMENDING THE COMPREHENSIVE PLAN

POLICIES - Specific actions or procedures to be followed.

1. The City Council shall review the Stanley City Comprehensive Plan every two years.
2. The City Council shall amend the Plan according to procedures prescribed by Idaho State Law.

AMENDING THE COMPREHENSIVE PLAN

A. The City Council will review the Stanley Comprehensive Plan every two years and recommend amendments to the Plan not more frequently than every year as provided herein to correct errors in the original plan or to recognize substantial changes in the actual conditions in the area.

B. Any person may petition the City Council for a plan amendment at any time. The applicant shall submit a letter for a Comprehensive Plan amendment, which will contain the following:

1. Specific description of the change being requested.
2. Specific information on any property involved.
3. The condition or situation which warrants a change being made in the plan.
4. The public benefit that would result from the change in the plan.
5. A statement that no other solutions to the problem presented by the current policy of the Plan are possible or reasonable.
6. Proposed development for any land involved.
7. Any other data and information needed in evaluating the request.

C. No application will be considered until the required information is complete.

D. All applications for proposed changes to the Comprehensive Plan must be received by the City Council in proper form. No application shall be considered any more frequently than every year. After the public hearing or hearings, as required by law, the City shall consider each application on its own merit and in relation to other applications. The City shall, within thirty (30) days of the last hearing as required by law, approve or deny any change to the Comprehensive Plan, unless (upon written agreement of the applicant) the application is held over for consideration during the next annual interval.

E. The ultimate decision as to granting amendments to the Plan shall be with the Stanley City Council as provided by law.

The City Council shall, after notice and hearing, consider the request for amendment to the Comprehensive Plan. Any amendments approved by the City Council shall be by either resolution or ordinance.

PART II: APPENDICIES



Stanley 1910

APPENDIX A: HISTORY OF STANLEY

The Stanley region's first inhabitants were "Sheepeaters" or "Shoshoni" Indians. They were renowned for their fine fur products. Early trappers followed, among them Alexander Ross and his Hudson's Bay Company party in 1824. Trapping, though sparse continued for a period, providing some income for the early pioneers. Settlers first appeared with prospectors, following Captain John Stanley who led the initial party in 1863. A party of 23 came to the Valley Creek area near present day Stanley finding gold and staking claims. They named the area "Stanley Basin" after their leader. The party did not remain however, being discouraged by weather, proximity of Indians (Shoshoni), and isolation from supplies.

Stanley's location on the banks of the Salmon River and Valley Creek, with hot springs nearby, was a natural stopping place for packers and miners coming through the region. No permanent settlement occurred until the 1890's. At that time no surveys were in existence; people just built where they settled. Arthur and Della McGown build the first two log cabins in 1892 which became a post office and combination store and bar room. Moose Storher bought the two buildings in 1895 and the post office was closed. In 1902 the buildings were sold to H.L. Benner who recorded the land as part of his ranch. The Benner Hotel was built in 1909 near the original cabins. It was a two story log landmark with a dance hall upstairs, The hotel was known for its hospitality and good cooking and was the first building in the area to have electricity using a power generator.

People began homesteading the area around present-day Stanley in 1912. In 1916 Bartlett and Eva Falls bought the Benner Ranch. They set aside a portion of their land for the Townsite of Stanley. It was officially platted on November 22, 1919. It was later referred to as "Upper Stanley" because the settlement one mile north, down the Salmon River had become known as "Lower Stanley" (originally a 1922 Government Townsite). Both communities were reconciled to having the same name. Originally the lower town was called Squawtown because the "women do all the work down there" and the upper town was called Dogtown since "that family with all those dogs moved in there". Old disputes between the two communities in the early 1900's over where to locate the Post Office and the School continually separated Lower and Upper Stanley.

The City of Stanley (upper town) became a municipal corporation on June 9, 1947 with a mayor and council. Lower Stanley remains an unincorporated community.

An interesting event in the early development of Stanley occurred when Bartlett Falls made an offer to Leslie Niece, who operated the store and post office in Lower Stanley. Mr. Falls proposed that if Mr. Niece would build a store and move the post office to Upper Stanley, he would present him with a deed to a five acre tract. Mr. Niece accepted the offer. The store, which was built in 1919, remains today on the corner of Ace or Diamonds St. (Main St.) and Niece Avenue.

Another former landmark was the Stanley Dance Hall build in 1921 across from the Niece Store. At the time, a few of the community's leading citizens decided to build a new hall for community affairs. They formed a membership association and built a log building composed of a large dance floor with a raised stage at one end for the musicians and a balcony at the opposite end where lunch and coffee could be served. This came about since the dance hall at the Benner Hotel was utilized to house the Stanley School. Later, the new hall was remodeled to include a bar and renamed the "Ace of Diamonds".

The Stanley Basin supported both cattlemen and sheepmen in the early 1900's. Though still active today, much of the color and glamour had faded from the scene since the big cattle drives to and from the Challis area (the winter feeding grounds) are gone; now the cattle are trucked between the two areas. It was also common to see herds of sheep grazing in the area after 1900, with most of the herders being Basque. The sheep were trailed over Galena Summit.

Historically, transportation to and from Stanley was a major hurdle. Only a foot trail served early miners, and once the dirt roads became cloaked with snow, the region was cut off from the rest of the works for at least five months out of the year. During the winter, mail and supplies had to be delivered from Ketchum by dog sled or by men on snowshoes. The original road into the area was over Galena Summit. This winding steep road took two to three days to travel. In 1919 a new road was built that was much easier to travel by car. Relocations on Highway 93, now 75, over Galena summit was completed along its present route in 1953. Another road was built from Challis into Custer in the late 1870's and extended up the Salmon River to Stanley in 1894-95. This road was improved in 1931. The Lowman Road, now Highway 21, was improved in 1922 and completed in 1980. The road was maintained year-round in 1987, improving access to the Boise Valley.



Stanley 1926

By the 1920's and 1930's automobiles became more common with more tourists coming into Stanley creating a demand for cafes, cabins, and service stations. The Sawtooth Hotel was built in 1931 and a large rock garage/service station was built on the Lawman Road in 1938. Limited growth took place in the 1940's. A Quonset type building replaced the old log school building in 1947. Concrete block construction appeared in the 1950's and 1960's with the old post office, laundry and motel. The motel is now log sided to appear more rustic.



Stanley 1936

Not until 1954 did electrical power become available to Stanley. Up until that time, the only electricity was furnished by privately owned Delco plants. Kerosene and gasoline lamps were the source of light and wood stoves and fireplaces provided heating and cooking sources. The first telephone lines served the U.S.F.S. in 1911. Local internet access became available in early 1997. A Sewer System and evaporation lagoon for the area was installed in 1970. Individual wells still supply the water.

Major changes occurred in 1972 with the establishment of the Sawtooth National Recreation Area which surrounds Stanley and holds scenic easements on the surrounding private land. (See section on The City of Stanley and the SNRA).

Stanley adopted a City Comprehensive Plan in 1976 and further established her own destiny by implementing zoning and ordinances. The 1976 Plan addressed what the following decades actually produced.

The construction of the new School (K through 8) in 1979, Salmon River Emergency Clinic in 1974 and the Sawtooth Meditation Chapel in 1979. These projects were undertaken with a community and volunteer spirit. The continuing volunteer spirit of the area also led to the construction of the Community Building on the former site of the state transportation yard along Highway 21 in 1982. This building is owned and maintained by the City of Stanley, serves as the home of the City offices, the community library, the Sawtooth Valley Rural Fire Department, and the Stanley-Sawtooth Chamber of Commerce. The Community Building also provides a meeting hall for all local groups which include people from all over the Sawtooth Valley.

In the early 1970's wealthy Nevada casino owner, Bill Harrah purchased many businesses and considerable land in Stanley. His vision for Stanley has made his Stanharrah Corporation the largest purveyor of services (restaurant, grocery, Lodging and service station) for tourists and locals alike in Stanley. Stanharrah is also currently the largest land owner in the City of Stanley.

The development of the Sawtooth Pioneer Park was started in 1985. The park is situated on a 27.6 acre bluff overlooking the expansive meadows and pastures leading to the grand Sawtooth Mountain Peaks. Historically the park site was part of a 40 acre parcel of land deeded to the city by the Bureau of Land Management in 1978. A portion of this land has been used for the Stanley School District and also the Sawtooth Meditation Chapel. The City maintains the park through the option tax. In 1991 a new U.S. Post Office was constructed on Ace of Diamonds St. In 1992 the city hired its first year round officer to serve as a one man police force.

One of the major services provided in Stanley is that of the Stanley Airport. The Stanley airport established in 1959 has become one of the busiest in the state. Several charter air services provide flights to the numerous back country airstrips on central Idaho, foremost of which are the strips in the remote and famous Middle Fork of the Salmon in The Frank Church River of No Return Wilderness. The airport lies on land owned by the State of Idaho through the Department of Aeronautics and Public Transportation Division.

This is the history of Stanley, a city whose livelihood began with supplying miners with the basic necessities. It has grown into a city that still provides the necessities, but for a different purpose – for recreation and tourism. The City of Stanley still had dirt roads & streets and most of its buildings are log which lends to its rustic, western color and early pioneering character. It is this unique and historical character that we wish to preserve.

BIBLIOGRAPHY for the History of Stanley:

Boice, Shirl C. Jr. City of Stanley Comprehensive Plan. September, 1976

Stanley, Idaho Tourism Development Plan Oct. 1989

Prepared by:

Planmakers – Planning and Urban Design, Boise Idaho, John L. Bertram, Project Director

Stanley Gem Community Plan Nov. 1995

APPENDIX B: THE HISTORY OF THE RELATIONSHIP BETWEEN THE CITY OF STANLEY AND THE SNRA

The recent quarter century history of the City of Stanley connects directly to the creation of the Sawtooth National Recreation Area in 1972 under the Department of Agriculture as Public Law 92-400. It is said that history repeats itself and so might the ongoing determination of whose laws prevail within the boundaries of the City of Stanley. “The Forest Service’s role in relation to the City of Stanley’s growth and development has been an historic contention between the City and the SNRA...” (Quoted from the letter dated July 6, 1992 from Regional Forester, Gray F. Reynolds to Senator Steve Symms).

It is interesting and important to remember that the City of Stanley worked three years compiling the Stanley City Comprehensive Plan adopted July 7, 1976 fully aware that the Forest Service would have preferred Stanley to adopt SNRA Regulations. Stanley controlled her destiny and has been governing effectively with a Planning and Zoning Ordinance since that time, thus implementing the Local Planning Act of 1975 per Idaho State Code. The '76 Comprehensive Plan reflected the beginning effects of PL92-400. The struggle for the City of Stanley to maintain her own municipal governmental autonomy was addressed.

The SNRA has indicated over the years that the Private Lands Regulations and PL 92-400 apply within the City limits of Stanley. However, the City of Stanley has not recognized the SNRA classification of “designated community” for itself under PL92-400, unlike the unincorporated communities of Lower Stanley and Sawtooth City/Smiley Creek. Stanley is an incorporated city, working municipality, and political subdivision under the laws of the State of Idaho.

Public Law 92-400 provided Sections 6 & 7 which do pertain to the City of Stanley as follows:

Sec 6 The Secretary may cooperate with other Federal agencies, with State and local public agencies, and with private individuals and agencies in the development and operation of facilities and services in the area in furtherance of the purpose of this Act, including, but not limited to, the restoration and maintenance of the historic setting and background of the frontier ranch-type town of Stanley.

Sec 7 Nothing in this Act shall diminish, enlarge, or modify any right of the State of Idaho, or any political subdivision thereof, to exercise civil and criminal jurisdiction within the recreation area or of rights to tax persons, corporations, franchises, or property, including mineral or other interests, in or on lands or waters within the recreation area.

The following is a quote from the Stanley Comprehensive Plan of 1976:
CITY OF STANLEY COMPREHENSIVE PLAN

“The City of Stanley shall continue to exercise the right and privilege of determining her own destiny”. This is in accordance as a political subdivision under the laws of the State of Idaho and included in PL92-400 Section 7. It is also documented in a letter dated November 24, 1980 to the Mayor of Stanley, J.G. Nicholson from the State Attorney General, David H. Leroy which states “...that language indicated that Congress had absolutely no intent to usurp the power of local governments to manage their own affairs. One aspect of that management has always been Planning and Zoning...” and “...the only way the Federal Government can direct the use of the lands within the City of Stanley is either by condemnation or the acquiescence of the City”

Over the past 26 years different Forest Service personnel have chosen different approaches for dealing with this authority issue. A letter dated November 14, 1975 from Gray Reynolds, Superintendent of the SNRA as signed by Tom Kovalicky, Area Ranger, addressed to the Planning and Zoning Commission of Stanley, Idaho stated “...the zoning regulations...are decisions that remain in the hands of Stanley’s citizens...” The Comprehensive Plan adopted by the City of Stanley, July 7, 1976 said “...and it is expected that the City can continue to rely upon the SNRA to respect the City’s Civil and Criminal jurisdiction over such matters...” SNRA interpretations have changed from 1976 through 1996.

However, the following listed correspondence on file at the City office acknowledges factual compiling of SNRA jurisdictional issues with the City from 1974 onward. It was of particular importance in 1980 and 1981 and again in 1990 and 1992.

In 1992 Carl Pence, SNRA Ranger, proposed formation of a joint commission with the City to adopt development standards and implement ordinances for Stanley. SNRA Private Lands Regulations would be amended on the Federal level to include the City Plan and Ordinances as approved by the SNRA provided they are as restrictive as the Federal Regulations. Carl Pence in his letter of April 21, 1992 stated “...there are some differences in the development standards contained in the SNRA Private Lands Regulations and the City Ordinances...” He stated that his letter would also “...serve as a policy clarification for Forest Service management in regard to relationships with the City of Stanley.” And of concern to the City, through this joint commission “...the Forest Service during the process would work with City Government through existing City Ordinances to respond to any development proposals.” This last statement is open for many different interpretations. The City should govern itself and remain apprehensive of SNRA intervention on that level.

The July 6, 1992 letter from Gray F. Reynolds, Regional Forester, to Senator Steve Symms refers to SNRA involvement within the City of Stanley to implement ordinances into the Federal Regulations through a partnership with the City. Reynolds’ stated “...The Forest Service has made considerable headway the last four years in improving relationships with the City. Ranger Pence’s proposal to the City is only the latest, and possibly the most significant...” Reynolds also stated “...We believe there are three alternatives in this issue:

We can continue the contention by doing nothing;
We can amend the Regulations as proposed; or
We can permit that the issue be resolved through judicial processes to clarify whether the authority for Federal regulation of private land in the City of Stanley is contained in Public Law 92-400.

The Area Ranger will not pursue this proposal unless City support exists. The Mayor is planning community public meeting to identify how the City wants to respond to this proposal.”

After public input from concerned citizens on July 15, 1992 the City did NOT proceed with the joint commission process.

This issue has been inadvertently introduced again to the City in the fall of 1996 by Paul Ries, SNRA Ranger, in a conversation with the City Attorney, Tracy Dunlap, and the City Council. The SNRA has obviously not forgotten this in the last four years (see Appendix C). There is additional documentation in City records. It is the same approach in amending, through Federal law, the Private Lands Regulations to include the City Plan and Ordinances giving private properties in the City a SNRA Certification even though it has not been determined by law that this is mandatory or necessary. The City Attorney indicated the City was governing with existing ordinances in accordance with the laws of the State of Idaho. Once SNRA certified, all properties in the City of Stanley would have to remain in SNRA compliance for every addition, change or new building permit. In the future, this could cause a worse scenario for contention between the citizens, the City and the SNRA. If, in naiveté, this is set up, the path of the City, as we currently perceive it in 1997, will be toward discord and SNRA control.

Furthermore, the position is that the City of Stanley should continue to preserve its jurisdiction and predominate over any conflicting Federal activity in the area which might conflict with the City’s exercise of its police powers at any time and also when SNRA regulations are more restrictive than Stanley Zoning Ordinances.

Present and future Mayors and City Councils, unaware of history, need to study with caution and have expert legal counsel acquainted with Federal law language and rules of Federal procedure. Appropriate language of the City’s position in reference to SNRA Private Lands Regulations Amendments is critical in the future. The SNRA supervisor at the time this issue is raised again will have successors who could interpret so called “City Co-operation” and “Acquiescence”.

Let us look at a possibility. The Forest Service has expert attorney from the Federal Law Firm advising the superintendent and Area Ranger of the SNRA. The letter of March 17, 1981 to City Attorney Robert Korb from SNRA Superintendent Alan E. Ashton stated “...the United States has no desire to own land within designated communities and...our allocated dollars can better be spent...by purchasing scenic easements..”

Therefore, conclude that the SNRA does not want to condemn and spend its money on City land. The other Federal Government alternative is to gain a measure of control of the City by acquiescence or consent of the City to SNRA intervention. Determinations on a Federal level could jeopardize the City in the future.

GOAL:

A goal for the future City government should include caution in taking action that could be interpreted as the first step to “acquiescence” or the consent of City to SNRA control.

OBJECTIVES:

City officials should not surrender lawful rights or sacrifice knowingly the legal benefits and protection the City laws provide citizens.

In the future, Stanley should continue to determine and control her own destiny in the midst of the surrounding Sawtooth National Recreation Area.



Mountain Goat

APPENDIX C: LETTERS ON FILE IN THE CITY OFFICE CONCERNING JURISDICTION BETWEEN THE CITY OF STANLEY AND THE SNRA

May 15, 1974 – Letter of Intent and agreement between the City of Stanley Mayor Jack Kirsch and SNRA Forest Supervisor E. Fournier, acknowledging the right to accept or agree with a SNRA Community Development Plan under CFR part 292. 16(d)(2). However, in this agreement the City was specifically exempted from accepting or implementing such plan.

November 14, 1975 – Letter from Gray Reynolds, Superintendent of the SNRA, signed by Tom Kovalicky, Area Ranger, and addressed to the Planning and Zoning Commission of Stanley stated “...the zoning regulations...are decisions that remain in the hands of Stanley’s citizens...”

February 14, 1980 – Letter to the City of Stanley from SNRA Superintendent Allan E. Ashton referring to proposed amendment to Private Land Regulations pertaining to city ordinances.

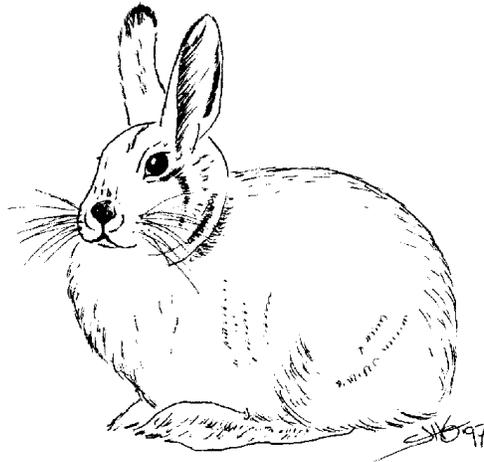
November 24, 1980 – Letter to Mayor of Stanley, J. G. Nicholson from State Attorney General David Leroy referring to authority of City.

March 17, 1981 – Letter to City of Stanley, City Attorney Robert Korb from SNRA Superintendent Allen E. Ashton referring to enforcing Federal Standards.

January 18, 1990 – Letter to the City of Stanley, Mayor Gunderson from Carl Pence, SNRA Area Ranger with Memorandum enclosure dated November 22, 1989 from Dean A. Gardner, Assistant Regional Attorney referring to City or Forest Service authority in Stanley.

May 16, 1990 Letter to SNRA and Carl Pence from City of Stanley Mayor Gunderson referring to “designated community” boundary and City Boundary.

April 21, 1992 – Letter to City of Stanley Mayor Gunderson from SNRA and Carl Pence, Area Ranger referring to Joint Commission.



Hara